

DOCUMENT #5376
ADOPTED
January 16, 1991

MEMORANDUM

TO: BOSTON REDEVELOPMENT AUTHORITY BOARD AND
STEPHEN COYLE, DIRECTOR

FROM: HOMER RUSSELL, ASSISTANT DIRECTOR FOR
URBAN DESIGN AND DEVELOPMENT
NANCY TENTINDO, PROJECT MANAGER
SCOTT FOWLER, ASSISTANT PLANNER

SUBJECT: GOVERNMENT CENTER/MARKETS DISTRICT PLAN AND PROPOSED
ZONING REGULATIONS

EXECUTIVE

SUMMARY: On December 20, 1990, the BRA Board held a public hearing on the Government Center/Markets District Plan and proposed zoning text amendment. The Board voted to take the matter under advisement and allow for written comments to be submitted to the BRA staff. This memorandum requests that the BRA Board approve the Government Center/Markets Plan and proposed zoning text amendment. Attached for the Board's review are the letters submitted during the comment period and a summary of the issues raised and the proposed resolutions to the issues.

Background

Government Center is the heart of downtown Boston, surrounded on all sides by areas of great distinction, character, and pronounced image including the North End community, the waterfront, the Bulfinch Triangle Area, Cambridge Street and the West End institutions, Beacon Hill and beyond that, Boston Common, the Midtown Cultural District, and the Financial District.

The Government Center/Markets District is one of 11 Special Study established by Article 27D for which planning and rezoning is proceeding on a community-based, district-by-district basis in conjunction with the Boston Civic Design Commission. The Government Center/Markets District Plan is a comprehensive plan which sets forth the policies, development controls, and design guidelines tailored to the unique character of the area.

As it was in the 18th century, this area is still, for the most part, the center of downtown Boston today. Government Center is a central crossroads of the city through which passes much of the civic, political, commercial, and social life of the city.

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In 1963 Government Center underwent a substantial transformation under an urban renewal plan that was devised to stimulate the economic revitalization of Boston and the New England region. A massive public investment in a monumental new center of government was made which represented the symbolic renaissance of modern Boston.

While in many respects, the 1963 plan was a success in achieving its objectives, some of the design concepts of the period have proved to be less successful, particularly for pedestrians using the District. The Government Center/Markets District Plan is an attempt to finish and improve those aspects of the 1963 Plan in such a way as to humanize the District and create a safer and more attractive pedestrian environment.

Elements of the Plan

- o Development Strategy
- o Historic Preservation
- o Public Realm
- o Transportation Access

1. Development Strategy

For the Government Center/Markets District, the process of managing growth focuses on measures to humanize less successful components of the original Government Center Urban Renewal Plan by improving oversized or ill-defined areas with forms related more to the pedestrian rather than the automobile.

State Services Center Block

The undeveloped portion of the State Service Center parcel is designated as a Planned Development Area within which any proposed project is permitted a building height of up to 400 feet. The following are urban design guidelines for the site:

- o Complete the form similar to the original Paul Rudolph Plan with a tower of approximately 400 feet near the center of the site setback from adjacent streets.
- o Preserve the existing building and monumental stair at Lowell Square.
- o Design new buildings on the Merrimac Street edge of 75 to 90 feet to reflect the heights of buildings located opposite Merrimac Street in the Bulfinch Triangle.
- o Enhance views through the complex.

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- o Continue streets and pedestrianways in the adjacent block across New Chardon Street into the site.
- o Create a public plaza in the middle of the block with ground floor uses at its edges to generate activity and reserve a portion of the site for a play area for children in area daycare centers.
- o Site all parking below grade.

Parcel 7

Parcel 7 has been identified by the State as a location for a ventilation building for the new Central Artery Tunnel and parking. The site is also expected to include retail stores along with space for the Haymarket vendor's pushcarts.

- o Insure that new development is compatible with the adjacent Blackstone Block and North End neighborhood.
- o Include active uses at grade and provide for pedestrian connections to Salem and Hanover Streets.
- o Incorporate retail and cultural use and the MBTA entry into the base of the building.
- o Reinforce the Hanover Street edge with a strong streetwall.

U.S. Custom House

The U.S. Custom House and the adjacent Board of Trade building will be rehabilitated and combined into a single, first-class hotel property with approximately 340 rooms along with restaurants, bars, retail shops, and function rooms. These two significant historic buildings will be connected at street level by means of a new entrance lobby that also supports a formal public plaza above, accessible to the public via broad stairways on State and Central Streets. This combined project has received approval from the Secretary of Environmental Affairs.

- o The exterior of both the original 1847 Custom House and 1911 Tower addition will be restored and preserved in addition to those portions of the interior with Boston Landmark Designation.
- o The Custom House will be rehabilitated to preserve it as a historic resource for the people of Boston.
- o The original 1847 Custom House will be open to the public

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and programmed with exhibits on a rotating basis.

- o The observation deck on the 25th floor will be reopened and available to the visiting public.

Saltonstall Building Site

The Leverett Saltonstall Building is approximately 275 feet high and its substantial setback from Cambridge Street results in extremely windy conditions on its large, open plaza. The site can be significantly improved to humanize the scale of the broad and windy plaza.

- o Design structures which would mitigate the environmental impacts of the Saltonstall tower.

Creek Square in the Blackstone Block

Designated as a Boston Landmark in 1985, the Blackstone Block street and sidewalk network is the largest intact network of original, 17th century streets remaining in Boston. According to Boston Landmarks Commission Standards and Criteria dated January 8, 1985, height limits for new buildings and additions are set at the high point of the largest building envelope to have existed historically on a given site.

- o Develop the Creek Square site in accordance with height limits established by the BLC and later incorporated into the BRA's Creek Square First Stage Guidelines and Conditions (August 1986) which are:

	<u>Cornice</u>	<u>Roof</u>
72-86 Blackstone	35'0"	45'6"
88-98 Blackstone	66'6"	66'6"
100-102 Blackstone	45'6"	56'0"
106 Blackstone	45'6"	56'0"
Hancock Row	35'0"	45'6"

- o Use materials which respect the historic nature of the surrounding block such as brick with granite or brownstone trim.
- o Site active uses in the ground floor of any new development.

2. Public Realm

The main focus of the Government Center/Markets Districts Plan is a capital improvement program for the District's public realm: its streets, historic alleys, sidewalks, parks, urban plazas, stairs, and bridges to enhance its image as a crossroads through

the center of downtown.

Government Center is the city's crossroads both literally and symbolically. Business people, residents, tourists, and workers cross back and forth from one end of the District to the other. Symbolically, it represents the crossroads between political power at Beacon Hill and the harbor, the city's traditional source of wealth.

Walk-to-the-Sea

The Walk-to-the-Sea is a concept to create a literal path from the heart of the city to the water's edge. It begins at the State House, bisects City Hall Plaza, symbol of Boston's modern economic renaissance, and ends at Long Wharf, long associated with the city's maritime economy. It is recommended that the path be strengthened and enhanced particularly at Pemberton Square, through Cambridge Street, and by the construction of a pedestrian bridge across Congress Street linking the markets area to City Hall Plaza.

The Broad Street Area

It is the intention of the Government Center/Markets District Plan to encourage the extension of the active festival character of the Faneuil Hall Marketplace into the historic Broad Street area. Broad Street will be anchored at one end by the redeveloped Custom House hotel and Faneuil Hall Marketplace.

Another hotel, planned for Parcel 17 of the Central Artery Air-Rights as well as the Rows Wharf complex, will anchor the waterfront end of Broad Street. Broad Street's imageability should be enhanced so that more pedestrians will be able to envision its character and thus seek out and use it as a connector from the waterfront to the Government Center area.

City Hall Plaza

The Urban Renewal Plan of 1963 reorganized the city's winding streets and oddly-shaped blocks into a center of monumental buildings set on plazas. However, the scale of City Hall Plaza today must be adjusted from a monumental space to a more human-scaled space by adding new elements and uses.

Program recommendations include repairing the fountain, enlivening the south-facing wall of the JFK Building, programming uses such as the Farmer's Market, enhancing the MBTA entry, adding seasonal flowers, movable street furniture, vendors, and public art sculpture, creating comfortable stopping points and

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better visitor information signage.

Cambridge Street and surrounding areas

A Plan for the Cambridge Street District is being developed simultaneously with this Plan for the Government Center/Markets District with complementary recommendations regarding the public realm. The following are the objectives of the Plan regarding the public realm:

- o Enhance the sequence of spaces along Cambridge Street which anticipate City Hall Plaza at Staniford, New Chardon, and Sudbury Streets.
- o Create a major plaza at the center of the State Services Center block with streets which continue into the block.
- o Maintain the triangular open space and monumental stair at the State Services Site at Lowell Square as a park for the District;
- o Create a new plaza in front of One Beacon Street that mitigates the negative impact of the wind and suggests the continuation of the arcade between Center Plaza and the 73 Tremont Street building.

Central Artery Parcels

The Government Center/Markets District encompasses several of the parcels which will be created by the depression of the Central Artery. The Central Artery Plan, being developed simultaneously with this Plan, proposes to develop parkland and public facilities on most of those parcels which occur in the Government Center area.

For those parcels which occur in the North End, the elements of the Central Artery Plan are:

- o to strengthen the neighborhood with new housing for family, elderly, and affordable housing;
- o to construct a community hall for meetings, sharing news, and holding events;
- o to build a recreation center for young people to develop their talents and skills through sports;
- o to recreate Haymarket Square where Hanover Street meets the new Artery District to signal the entrance to the

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neighborhood and act as a center of commerce and recreation;

- o to extend North and Hanover Streets through the new parcels restoring the historic pedestrian thoroughfares that once linked the North End to the rest of the city;

For parcels which occur in the Downtown Waterfront area, the elements of the Plan are:

- o to extend Waterfront Park across the Artery District to the Quincy Market area to improve pedestrian access;
- o to expand the Walk-to-the-Sea pathway across the Central Artery parcel leading to the harbor;
- o to develop interesting activities on the new parks; retail pushcarts, an ice skating rink, historic exhibits, and gardens;
- o to rebuild State, India, and Broad Streets as pathways to the harbor uniting the two sides of the Artery;
- o to develop a commemorative public square between Broad and High Streets; and
- o to ameliorate the aesthetic impact of the tunnel ramps located between Rows Wharf and International Place with a terraced garden.

In addition, between India and Broad Street, a major new park will be developed. An alternative for this parcel would be a small hotel, anchoring the Broad Street pedestrian zone.

3. Historic Preservation

The Government Center/Markets District contains monuments of great importance to the history of the city, the Commonwealth and the nation, as well as more modest structures which lend scale, interest, and dignity to the area.

The preservation objectives for the Government Center/Markets District are:

- o Preserve the significant historic buildings which contribute to the district's architecture character and incorporate those buildings into revitalization efforts.
- o Promote building preservation and re-use investment to enhance Boston's economy by using Boston's building stock as

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a resource.

- o Retain historic streets and alleys, encouraging their "discovery" and use by visitors, workers and residents.
- o Protect existing vistas of significant buildings and sites in and around the District.
- o Improve and revitalize the portion of the Freedom Trail which traverses the heart of the District, and which accommodates over four million visitors annually.
- o Complete the unfinished State Services Center in general accordance with the Rudolph concept.
- o Repair the seam created by the original construction of the Artery and reconnect the waterfront to the Government Center District by re-establishing street patterns.
- o Protect individual historic resources and the character of adjacent historic districts by establishing compatible height and FAR regulations for development on the Artery air-rights parcels.

4. Transportation Access

As a result of the Urban Renewal Plan of 1963, Government Center is extremely well-designed for the automobile. The District is characterized by major arterials passing through and around it. Cambridge and Congress Streets are both multi-laned boulevards which bring traffic from points north and west of the city.

Similarly, the District is well-served by public transportation, linking the District to surrounding communities and Logan Airport.

Current planning projects in the District include the depression of the Central Artery and the relocation of on/off ramps, the widening and redesign for two-way traffic of Merrimac Street, and the MBTA's planned construction of a second entrance/exit to the Aquarium Blue Line station on State Street.

The transportation goals of the Government Center/Markets District are to:

- o Improve arterial access from the District to the regional highway system.
- o Manage existing parking resources.

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- o Improve pedestrian circulation and safety particularly along those paths frequently taken between work site and public transit facilities.
- o Construct a pedestrian bridge over Congress Street between City Hall Plaza and the 60 State Street Plaza for improved pedestrian access and safety.

Government Center District Zoning (Proposed Article 47)

In order to preserve the scale of the varied neighborhoods within the District, the proposed permanent zoning regulates height and density very specifically. As a result, the proposed zoning will allow a maximum building height of 65 feet and a permitted floor area ratio of four in the Broad Street Protection Area, the Markets area, the Sears Crescent, and the area surrounding the State House.

In the North End Central Artery Area, including new Artery Parcels 6, 9, 11a, 12 and 13, maximum building heights and FARs are limited to the scale of the North End, allowing Proposed Projects an as-of-right building height of 55 feet and an as-of-right FAR of three. Most of the Blackstone Block will also have a maximum height of 55 feet and a floor area ratio of three except for certain parcels for which the height limit for new buildings and additions will be set at the height of the largest building envelope which existed historically on that given site.

In the area where the JFK Federal Building and Government Center Garage are located including new Artery Parcel 7, and in the blocks adjacent to Parcel 17 between Broad Street and East India Street, Proposed Projects are allowed a maximum building height of 80 feet or 100 feet with Article 31 review and floor area ratio of six or seven with Article 31 review.

Slightly higher heights and increased density is permitted at the City Hall site, the area at the intersection of State and Congress Street (not including the Old State House), Pemberton Square, and the area adjacent to the Custom House, bordered by State Street, Broad Street, Custom House Street and East India Street, reflecting the historic scale of development in these areas. Proposed Projects located here will be allowed a maximum building height of 125 feet and a permitted floor area ratio of eight. For all of these areas except for Pemberton Square and the State Street area, proposed projects are permitted a building height of 155 feet and permitted floor area may be increased to ten times, with Article 31 development review.

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The State Services Center Block on New Chardon Street is designated as a planned development area (PDA), for which proposed projects may be built up to a height of 400 feet with a permitted floor area ratio of eight. However, this height is only permitted near the center of the site, and only upon conducting extensive assessment of environmental, traffic and community impacts and extensive design review. Development of this block will complete the complex as designed by Paul Rudolph in the 1960's.

Community Review

The Government Center/Markets District Plan and Zoning Regulations were prepared in consultation with the Downtown North Association, the Beacon Hill Civic Association, the Boston Landmarks Commission, the Boston Preservation Alliance, the Artery Business Committee, the Greater Boston Chamber of Commerce, the North End Waterfront Neighborhood Council, and in conjunction with the Boston Civic Design Commission. The Plan was endorsed by the BCDC on December 4, 1990. Approximately 12 meetings were held with eight community and other groups. A chart showing community meetings with regard to the Government Center/Markets Plan is attached as are all letters received both before the public hearing and during the comment period.

Conclusion

On December 20, 1990, the BRA held a public hearing on the Government Center/Markets District Plan. After the hearing, the Board voted to take the matter under advisement and allow a period for the submission of written comments. A summary of the issues raised and proposed resolutions to the issues is attached.

Recommendation

The BRA staff recommends that the Government Center/Markets District Plan and the proposed amendment to the Boston Zoning Code, which implements the Plan, be approved. The BRA staff further recommends that the Director be authorized to petition the Zoning Commission to adopt the zoning text and map amendments necessary to establish the Government Center/Markets District in substantial accord with Article 47.

Appropriate votes follow:

VOTED: That in the matter of the Government Center/Markets District Plan and Proposed Zoning Article 47, the Boston Redevelopment Authority hereby approves the document entitled "The Government Center/Markets

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District Plan" dated January 16, 1991 and further

VOTED:

That the Director be authorized to petition the Zoning Commission to adopt the zoning text and map amendments necessary to establish in the Zoning Code the Government Center/Markets District in substantial accord with Article 47 in the document entitled "Government Center/Markets District Plan" dated January 16, 1991.

This letter is sent to you as the President of the Beacon Hill Civic Association (BHCA) regarding the proposed Government Center District Plan submitted to the Zoning Commission on December 14, 1990, and expected to be submitted to the City Council on February 17, 1991. We would like to thank you for the information and the work that has gone into the planning stage.

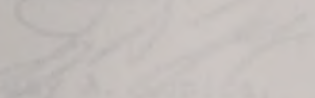
The Beacon Hill Civic Association generally supports the concept and intent of the Government Center Plan. There were several areas of the Initial Proposal that we believed further clarification was needed.

Based upon the review of the revised Plan dated 12-17-90, we understand that the following changes were made:

1. The Plan proposes that the area between the Government Center and the McCook State Office Building is to be zoned as open space.
2. The elevation of the area immediately in front of the Government Center has been changed to provide a height limitation of 30 feet. While the BHCA would prefer this section to remain open space, it recognizes the intent of the City to establish a solid frontage along Cambridge Street and is in solid agreement with the intention of the Plan.
3. The Plan proposes the current site of the Hurley Building/Government Center is to be a BDA with an R1 or R2 with the surrounding buildings open to buildings at no more than 30 feet in height.

Based upon these changes, the BHCA is not opposed to the Government Center Plan. We appreciate the opportunity to be part of the planning process for Government Center and we welcome the opportunity to continue to participate and provide input to the BHCA Board for this area.

Sincerely,



Jay A. Garcia,

Chairman of the Board

JAL/ny

10/1/91

SF/99

BEACON HILL CIVIC ASSOCIATION, INC.

74 JOY STREET

BOSTON, MASSACHUSETTS 02114

227-1922

January 16, 1991

Clarence Jones, Chairman
Board of Directors
Boston Redevelopment Authority
City Hall, 9th Floor
Boston, MA 02201

RE: The Government Center/Markets District Plan/Discussion Draft

Dear Mr. Jones:

This letter is sent as the position of the Beacon Hill Civic Association (BHCA) regarding the proposed Government Center Plan submitted to the BHCA for review and comment on December 14, 1990, and expected to be submitted to the BRA Board on Wednesday, January 16, 1991. We would like to thank the BRA staff for presenting the proposed Government Center Plan to the Board of Directors and the hard work that obviously went into the planning stages.

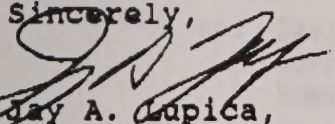
The Beacon Hill Civic Association generally supports the concept and intent of the Government Center Plan. There were several areas of the Initial Proposal that we believed further modification was needed.

Based upon our review of the revised Plan dated 12-19-90, we understand that the following changes were made:

1. The Plan proposes that the plaza between the Saltonstall and the McCormack State office buildings is to be zoned as open/green space.
2. The designation of the area immediately in front of the Saltonstall building has been changed to provide a height limitation of 50 feet. While the BHCA would prefer this section to remain open space, it recognizes the intent of the BRA in establishing a solid streetfront along Cambridge Street consistent with the southwestern side of the street.
3. The Plan proposes the current site at the Hurley Building/Lindemann Center to be a PDA with an FAR of 8 with the surrounding Bullfinch area streetfront buildings at no more than 65 feet in height.

Based upon these changes, the BHCA is not opposed to the Government Center Plan. We appreciate the opportunity to be part of the planning process for Government Center and we welcome the opportunity to continue to participate and provide insight to the BRA Board for this area.

Sincerely,


Jay A. Lupica,
Chairman of the Board
JAL/nv
ltr/011091.810

Friday, January 11, 1991

HISTORIC BEACON HILL DISTRICT



Mr. Clarence Jones, Chairman
Boston Redevelopment Authority
Room 925 Boston City Hall
Boston, MA 02201

City of Boston
The Environment
Department

RE: Government Center/Markets District Plan and Permanent Zoning

Raymond L. Flynn
Mayor

Dear Mr. Jones,

Lorraine M. Downey
Director

At a meeting held in Boston City Hall on December 20, 1990 the Beacon Hill Architectural Commission reviewed a draft of the Government Center/Markets District Plan and Permanent Zoning (dated 12/19/90). The commission expressed its support for the zoning as a positive step toward planned growth in the City.

Boston City Hall Room 805
Boston, Massachusetts 02201
617-25-4416 or 25-3850

The commission suggested some additions to Article 47, which its staff has noted have been incorporated in the latest draft. Specifically, the commission wishes to thank the BRA for its prompt response to its request for language within article 47 which recognizes the authority of the Historic Beacon Hill District and other historic and architectural commissions with jurisdiction within the Government Center/Market District area. The commission also noted that community concerns which were raised at its public hearing have also been addressed in the latest draft.

The commission expressed its appreciation for the efforts and cooperation of the BRA staff which has resulted in the proposed permanent zoning. The Beacon Hill Commission appreciates the opportunity to comment at this time, and offers its assistance in future planning projects.

Sincerely,

Diana E. Prideaux-Brune
Secretary, Beacon Hill Architectural Commission

cc: David Buckley
Lorraine M. Downey
Homer Russell

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Peter Elliot & Company
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PETER STEFFIAN
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London & Leeds Development
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Causeway Industries Trust
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JAN VOLK
Boston Celtics
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RICHARD WILSON
Bay State Financial Services

December 31, 1990

Clarence Jones, Chairman
Boston Redevelopment Authority
City Hall
Boston, MA 02201

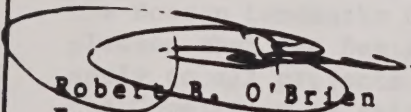
Dear Chairman Jones,

In our letter to you of December 20th, DNA President Peter Steffian expressed general support for the proposed zoning and development plan for Government Center and the Markets District which was the subject of a BRA public hearing on that date. We noted, however, some concern that reference in the plan to the development guidelines for Parcel 1 which were formulated by an advisory committee some years ago might be understood -- or, more properly, misunderstood -- as BRA endorsement of those development guidelines.

We have since been informed by BRA staff that the Government Center and Markets District development plan will exclude any reference to these advisory committee guidelines in order to avoid any such misunderstanding. The Association would support this revision in the interest of both clarity and flexibility of future planning and development options.

Thank you for your attention to this matter.

Sincerely yours,


Robert B. O'Brien
Executive Director

cc: Stephen Coyle, BRA Director
Peter Steffian, DNA President
DNA Directors & Members

EXECUTIVE DIRECTOR

ROBERT B. O'BRIEN
TEL 723-6730
FAX 723-0910



Boston Landmarks Commission

City of Boston
The Environment
Department

Boston City Hall/Room 805
Boston, Massachusetts 02201
617/725-3850

January 10, 1991

Mr. Clarence Jones, Chairman
Boston Redevelopment Authority
Boston City Hall
Boston, MA. 02201

Dear Chairman Jones and Members of the Board:

The Boston Landmarks Commission has had the opportunity to review the Government Center/Markets Plan. It was the sense of the Commission that the zoning plan is well-conceived and responds well to the character of this important historic area. The Landmarks Commission is pleased to see that the BRA has added a 125' protection area along State Street.

The major concern of the Commission has been the apparent duplicative design review procedures proposed for buildings within Protection Areas that are already under the jurisdiction of the Beacon Hill Architectural Commission or the Boston Landmarks Commission. After consultation with the BRA staff, the Landmarks Commission is satisfied that this issue has been resolved.

Specifically, the Landmarks Commission is pleased that section 47-12 will not apply to any project that is subject to the jurisdiction of the Beacon Hill Architectural Commission or the Boston Landmarks Commission. The Commission is also pleased that the Design Guidelines in section 47-12-2 will apply to all projects within the Protection Areas. Finally, the Commission is satisfied that the agreement between the BRA and the Boston Landmarks Commission, which states that the Commission will serve as "the special review panel" for projects within the Blackstone Block has been acknowledged in the zoning.

The Landmarks Commission voted to give conceptual approval to the Government Center/Markets Plan. The Commission is very pleased that the design review issues have been resolved and hopes that this plan may serve as a model when similar issues arise in the future. The Commission also reserves the right to comment on the Central Artery underlying zoning and requests the opportunity to discuss the impact of additional design review responsibilities on Landmarks Commission staff.

Thank you for the opportunity to comment.

Sincerely,

Alan Schwartz
Alan Schwartz

Chairman, Boston Landmarks Commission

GOVERNMENT CENTER/MARKETS DISTRICT PLAN
LIST OF COMMUNITY BRIEFINGS

Meeting Date	Organization	Persons Attending	Capacity Participating
11/9	Boston Preservation Alliance Beacon Hill Civic Assoc.	Susan Park Toni Pollack Jim Mahoney Patrick Hickox Fran Burke	President Executive Director Executive Director Member Beacon Hill Resident
11/13	Downtown North Assoc. Boston Landmarks Commission Staff	Bob O'Brien Judy McDonough Michael Cannizzo	Executive Director Executive Director Staff Architect
11/26	Boston Landmarks Commission Attery Business Committee	Commission Members Thomas Nally Martha Lampkin Rebecca Barnes	Commission Members Planning Director Member, Design & Engineering Subcommittee
11/27	BCDC Subcommittee	Nancy Coolidge Robert Rhault Karen Alschuler Donald Stull	Commission Member Commission Member Commission Member Commission Member
12/4	Boston Landmarks Commission BCDC Full Committee	Commission Members Carol Huggins Commission Members Tom Maistro	Commission Members Director, Survey and Planning Commission Members BCDC Staff Person

GOVERNMENT CENTER/MARKETS DISTRICT PLAN
LIST OF COMMUNITY BRIEFINGS
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12/6	Chamber of Commerce Downtown North Assoc. Boston Preservation Alliance	Bob Monahan Bob O'Brien Peter Steffian Susan Park	Director of Legal and Legislative Affairs Executive Director President President
12/11	Beacon Hill Civic Assoc. Boston Landmarks Commission	Jim Mahoney Commission Members Carol Huggins	Executive Director Commission Members Director, Survey and Planning
12/13	North End/Waterfront Council	Joanne Prevost-Anzalone	President
12/19	Beacon Hill Civic Assoc.	Jay Lupica Jim Mahoney Bob Rizzo	President Executive Director Member
12/26	Beacon Hill Civic Assoc.	Jay Lupica Jim Mahoney Bob Rizzo	President Executive Director Member

GOVERNMENT CENTER ISSUES AND RESOLUTIONS

Community
Group

Beacon Hill Civic Assoc.

Issue Raised

Height and FAR of 125/8 between Saltonstall and McCormack buildings is excessive. Should be a plaza or arcade.

Resolution

Area changed to open space and zoned urban plaza

Area in front of Saltonstall should be permitted height of no more than two stories to retain open space and light for community.

Area changed to a Protection Area with height of 55 feet/FAR 3.

Hurley building site zoning of 400 Feet/FAR 11 is excessive; zoning should specify streetwall height.

Zoning allows for dimensions of 400 feet/FAR 8 with specific requirements for streetwall height, setback, and maximum floorplate size. Any building element over 90 feet in height on Merrimac Street must be set back 130 feet from the streetwall.

Downtown North Assoc.

Reference deleted.

Boston Landmarks Commission

Reference in Plan to 1987 state DCPO guidelines could be misinterpreted as current planning intention.

Requested language inserted into the zoning amendment.

Required design review for projects in that area which also falls within the Beacon Hill Architectural District is redundant. Requests language be inserted into zoning amendment clarifying jurisdiction.

Community

Boston Landmarks Commission

Issues Raised

With respect to the Blackstone Block, language affirming BLC as special review panel and the 1985 Standards and Criteria for development in the Blackstone Block should be referenced.

Resolution

Language referenced in Plan.

Councilor Thomas Menino

Boston Preservation Alliance

Mayor's Office
Ed Burke,

No concerns expressed.

No concerns expressed.

No concerns expressed.

Chamber of Commerce

Boston Civic Design Commission

No concerns expressed.

No concerns expressed.

NT2/09.137

Stephen Coyle, Director
Boston Redevelopment Authority
City of Boston
Boston City Hall
Boston, Massachusetts 02201

Dear Mr. Coyle,

The writing to express
Government Center matters
the Boston Redevelopment Authority
The plan is impressive in the
major issues. Protecting the
enhancing the public realm and
complementary development and
pedestrian access.

The Government Center area
resources. The plan recognizes
building on these resources and
preserving historic landmarks. I hope you
future of Government Center and to achieve the
Center National District Plan.

Sincerely,
Thomas M. Menino
THOMAS M. MENINO



THOMAS M. MENINO
BOSTON CITY COUNCIL

Committee Chairman
Ways and Means
Community Investment
and Banking
Affairs and Disabilities

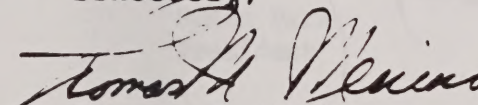
Stephen Coyle, Director
Boston Redevelopment Authority
City of Boston
Boston City Hall
Boston, Massachusetts 02201

Dear Mr. Coyle,

I am writing to express my strong support of the 'Government Center Markets District Plan' as presented before the Boston Redevelopment Authority today, December 20, 1990. The plan is impressive in that it positively addresses four major issues: protecting the historic flavor of the district; enhancing the public realm; demonstrating sensitivity to complimentary development; and providing for improved pedestrian access.

The Government Center area is a district rich in resources. The Plan recognizes the importance of refining and building on these resources and does not, as was done in years past, disregard historic landmarks. I urge you to ensure the future of Government Center and to accept the 'Government Center Markets District Plan'.

Sincerely,


Thomas M. Menino

BOSTON PRESERVATION ALLIANCE

December 19, 1990

CO

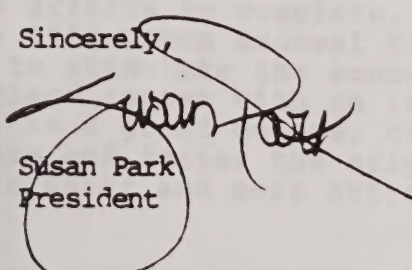
Mr. Clarence Jones, Chairman
Boston Redevelopment Authority
City Hall
Boston, MA 02201

Dear Mr. Chairman and Board Members:

The Boston Preservation Alliance supports the Government
Center/Market Districts Zoning Plan before you.

The completion of the zoning for this area is appropriate and
timely to insure the preservation of the important historic and
architecturally significant buildings, streets and squares contained
within the area.

Sincerely,


Susan Park
President



Greater Boston
Chamber of Commerce
600 Atlantic Avenue
Boston, MA 02210-2200
(617) 337-4500

December 20, 1990

Mr. Clarence J. Jones
Chairman
Boston Redevelopment Authority
Boston City Hall, 9th Floor
Boston, MA 02201

Dear Mr. Jones:

On behalf of the Greater Boston Chamber of Commerce, representing more than 2500 member companies, a vast majority of whom do business in the City of Boston, I wholeheartedly support and endorse the well thought out, long term Government Center District Plan and proposed zoning regulation.

It is important to note that the Plan in no way envisions further large-scale development, with the exception of the New Chardon Street Site. But rather, in-fill development with a keen eye towards pedestrian accessibility, mini-park construction, development of visual links between Faneuil Hall and the Waterfront and lastly - Central Artery Air-Rights parks sensitively interspersed with small-scale development.

The Chamber fully concurs with these efforts to complete, if you will, the task begun with the City's 1963 Urban Renewal Plan for Government Center - a plan designed to stimulate the economic revitalization of Boston and New England region with an infusion of public investment. The Plan has, to a great degree, achieved its objectives. It is time to nurture and foster the original Plan with amenities which will create safer and more attractive pedestrian movement.

The Greater Boston Chamber of Commerce urges your approval of the Government Center District Plan.

Sincerely,

Robert M. Monahan, Director
Legislative Affairs
Community Development

c.c. Members Boston Redevelopment Authority
Stephen Coyle, Director

December 20, 1990



Mr. Clarence Jones, Chairman
Boston Redevelopment Authority
Boston City Hall
Boston, MA

Boston Landmarks Commission

City of Boston
The Environment
Department

Boston City Hall/Room 805
Boston, Massachusetts 02201
617/725-3850

Dear Chairman Jones and Members of the Board:

The Boston Landmarks Commission has had the opportunity to review the Government Center/Markets Plan. It was the sense of the Commission that the zoning plan is well-conceived and responds well to the character of this important historic area. The Landmarks Commission is pleased to see that the BRA has added a 125' protection area along State Street.

The major concern of the Landmarks Commission is the area within the Historic Beacon Hill District. Review of exterior alterations are performed by the Beacon Hill Commission. Additional review as a Protection Area is redundant and could cause conflicts of jurisdiction. The Commission recommends that language similar to that contained in the Huntington Ave/Prudential Center District Zoning should be inserted. That language states that the Protection Area review

"shall not apply to any area subject to the jurisdiction of any [existing or] future architectural board or commission with design review authority and established pursuant to a general or specific law of the Commonwealth of Massachusetts."

The Commission is also concerned that the cooperative agreement between the BRA and the Boston Landmarks Commission (dated December, 1982) is not reflected in the zoning plan. The agreement states in part that the Landmarks Commission will serve as "the special review panel" in that area. Standards and Criteria have been created to assist the Landmarks Commission and the BRA in their review of maintenance, rehabilitation, alterations, additions, new construction and demolition.

The Landmarks Commission voted to give conceptual approval to the Government Center/Markets Plan, but strongly recommends that the BRA staff consult with the Landmarks Commission staff to work out these design review issues. The Commission also reserves the right to comment on the Central Artery underlying zoning and requests the opportunity to discuss the impact of additional design review responsibilities on Landmarks Commission staff.

Thank you for the opportunity to comment.

Sincerely,

Alan Schwartz, Chairman
Boston Landmarks Commission

Downtown North Association, Inc

BOSTON, MASSACHUSETTS 02114

OFFICERS

Chairman
PETER J. BROWN
Peter J. Brown & Company

President
PETER STEFFIAN
SRA Nathan Bradley Associates

Vice President
WILLIAM CHURCHILL
Charles River Park
JAMES LOWELL III
New Boston Garden Corporation
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DONNA TANNER
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JAN VOLK
Boston Celtics
EFREM WEINREB
Massachusetts Gas & Electric
RICHARD WILSON
Ray State Financial Services

EXECUTIVE DIRECTOR

ROBERT H. O'BRIEN
TEL 723-6710
FAX 723-6710

December 20, 1990

Clarence J. Jones, Chairman
Boston Redevelopment Authority
City Hall
Boston, MA 02201

Dear Chairman Jones,

The Downtown North Association wishes to be recorded in favor of the permanent zoning proposed for the Government Center and Markets District and in general support of the planning principles and development priorities reflected in the associated development plan for the area.

The Downtown North Association represents a coalition of commercial, professional, residential and development interests in the North Station, Bulfinch Triangle, Charles River Park and Charles River Waterfront sections of Boston. Our current membership of over 100 community organizations and institutions includes virtually all of the major businesses, property owners and taxpayers in our area.

Downtown North also includes a portion of Government Center and is directly affected by the development of this district and others which border our area. It is particularly with regard to these plans that the Association would comment.

* The need for completion of a redevelopment plan for the State Services Center on New Chardon Street -- often known as Parcel 1. We endorse the zoning guidelines proposed for this parcel both with respect to height, density and compatibility with the adjacent Bulfinch Triangle and with regard to enhancement of public amenities within and around this site.

With respect to the issue of use, we also endorse a broad range of uses which will be allowed by the proposed zoning for the vacant land of Parcel 1. On this point, we would note that the associated Government Center plan references at one point development guidelines promulgated some years ago by an advisory committee convened by the State Division of Capital Planning. These guidelines were formulated prior to significant progress on a number of other major projects in the area -- e.g. the Central Artery Project, the New Boston Garden Development, the Congress Street, Lowell Square -- and clearly in a context of alternative public development plans now under serious consideration -- e.g. the siting of the new federal courthouse or possibly a new state courthouse. These development options are consistent with the existing intended government character of this complex and area.

opportunities of great interest and support among the Members of the Downtown North Association. Since they would be effectively precluded by implementation of the now-dated DCPO advisory committee guidelines, DNA would oppose substantively incorporating those guidelines into the current plan, either directly or indirectly -- and we presume that this is not the intent of the Authority.

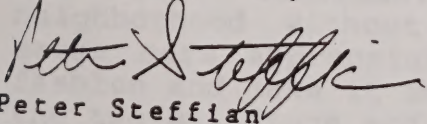
- * The Association supports the planned development of the air-rights over the proposed artery ramps at the base of New Chardon Street known as Parcel 6. This is a critical transition point between the North End and Downtown North which affects pedestrian accessibility and development potential in both neighborhoods. The creative use of this space for a community facility or some other public amenity will substantially enhance the area and mitigate the otherwise seriously negative effects of the ramps on this important perimeter of the Bulfinch Triangle.

With respect to larger planning and zoning issues addressed in the Government Center and Markets District Plan:

- * The Association generally endorses plans for redevelopment of the Central Artery as a whole as reflected in the BRA Central Artery District Plan. The Association has already commented on this matter at the relevant public hearing of December 13, 1990; and that testimony and a letter of that date is incorporated herein by reference.
- * We also support plans for enhancement of the public realm beyond Downtown North, with particular reference to plans for Pemberton Square, Cambridge Street and City Hall Plaza.

The Downtown North Association, therefore, urges the BRA Board of Directors to approve the zoning and development plan for Government Center and the Markets District as proposed, with a clear view to its timely implementation in continuing consultation with community interests in Downtown North and elsewhere in the district.

Sincerely yours,


Peter Steffian
DNA President

cc: Stephen Coyle, BRA Director
DNA Directors & Members

BEACON HILL CIVIC ASSOCIATION, INC.
74 JOY STREET
BOSTON, MASSACHUSETTS 02114
227-1922

December 20, 1990

Stephen Coyle, Director
Boston Redevelopment Authority
City Hall, 9th Floor
Boston, MA 02201

RE: The Government Center/Markets District Plan/Discussion Draft

Dear Mr. Coyle:

This letter is sent as the initial position of the Beacon Hill Civic Association (BHCA) regarding the proposed Government Center Plan submitted to the BHCA for review and comment on December 14, 1990, and expected to be submitted to the BRA Board on Thursday, December 20, 1990. We would like to thank the BRA staff for presenting the proposed Government Center Plan to the Board of Directors and the hard work that obviously went into the planning stages.

The Beacon Hill Civic Association generally supports the concept and intent of the Government Center Plan. There are several areas where we believe further modification is needed as outlined below. We should also point out that at present, the full Board of Directors of the Association have not had an opportunity to adequately review the proposed plan prior to the first BRA Board meeting on this subject. We understand that a further public review and comment period will be available for the Association and the general public to fully digest the proposed plan and to make cogent recommendations to the BRA Board.

Initially, we make the following comments on the proposed plan:

1. The Plan proposes that the plaza between the Saltonstall and the McCormack State office buildings be zoned for additional building of up to 125 feet in height and an FAR of 8. The Beacon Hill Civic Association believes that this proposal is excessive and will detrimentally impact the Beacon Hill neighborhood without any compensating benefit. It seems more appropriate to retain this plaza in some fashion and make it more usable for both the workers in the two buildings and the neighborhood. The BRA should explore the concept of an enclosed arcade or atrium of no more than two stories in height for this location. The BHCA opposes any in-fill of this location otherwise.

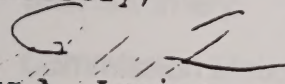
- 2 Likewise, the BHCA is concerned about the designation of the area immediately in front of the Saltonstall building. Specifically, the BHCA opposes the allowance of a building or structure in that location which is in excess of two stories. While the BHCA recognizes the intent of the BRA in establishing a solid streetfront along Cambridge Street, this plaza provides open space and light to many residents of Beacon Hill and should be maintained in substance.
3. The proposed Plan also shows the current site at the Hurley Building/Lindemann Center to be a PDA with an FAR of 11. Given the significant size of this site, a building of the size contemplated could dwarf the surrounding Bullfinch area. The BHCA recognizes that the Plan requires the streetfront buildings should be no more than 65 feet in height. However, the Zoning map as currently proposed does not provide for that element. THE BHCA believes that more information is necessary on this parcel before an informed opinion can be rendered.

Lastly, we have only recently received (December 19) the Proposed Text Amendment to the Zoning Code. This document is lengthy and requires further analysis by the BHCA. The BHCA will make further comment and recommendations to the BRA after review of the Text Amendment.

We appreciate the opportunity to be part of the planning process for Government Center. We welcome the opportunity to continue to participate and provide insight to the BRA Board for this important and valuable area.

Thank you for your consideration.

Sincerely,


Jay A. Lupica,
Chairman of the Board
JAL/nv
ltr/121990.810

BOSTON CIVIC DESIGN COMMISSION

Project: Gov't Center

Date: _____

Decision of the Boston Civic Design Commission to advise to the Mayor and/or Boston Redevelopment Authority (BRA) by a vote of the Commission on the review of _____

Proposal: The Government Center Plan

Subject to the terms of the Boston Zoning Code Article 28:

Address: Boston Proper

The Schematic Design Submission of a development proposal, District Plan or Design Guideline or other matters in the following respect does adhere to the goals of the BCDC as stated in the Sections Preamble 28-1, Purpose 28-2, and Recommendation 28-14 of Article 28 of the Boston Zoning Code.

Presenter: Boston Redevelopment Authority

Their formal submission of Schematic Design materials as required by the BRA and as briefly restated in their executive summary and/or other materials requested by the Commission for its review are made a part of this record.

In conformity with Article 28, Boston Zoning Code, the Commission mailed reasonable notice of the public hearing to the presenter, which notice of public hearing was duly advertised in a daily newspaper published in the City of Boston namely:

THE BOSTON HERALD, date November 29, 1990

The Commission has reviewed all the submitted material and after hearing all the facts and evidence presented at the public hearing held on Tuesday, 12/4 and rediscussed _____ and in accordance with notice and advertisement of aforementioned, and at which hearing all parties wishing to state their opinions did speak, the Commission finds as follows:

Staff Summary: _____

Commission Motion:

X

Approval

Disapproval - (Requires 2/3 vote of Commission)

Need for Design Modification

Table for Further Review by Subcommittee

UDD10/09.RPT
021490/1

Project: Government Center

Amendments:

Commission present and Voting: # 9 (quorum 7)

Vote taken: For: 9 Against: 0

Chair signature *A. Almon*

Vice Chair signature

Staff signature

The foregoing Schematic Design Submission of a development proposal, District Plan or Design Guideline was presented to the Boston Civic Design Commission on 12/4/90 and was signed by the BCDC on _____ in accordance with Article 28, Sections 13-16 of the Boston Zoning Code.

UDD10/09.RPT
021490/2

BOSTON CIVIC DESIGN COMMISSION

Project: Gov't Cntr

Date: _____

Decision of the Boston Civic Design Commission to Review

Proposal: The Government Center Plan

Subject to the terms of the Boston Zoning Code Article 28:

Address: Boston Proper

The Schematic Design Submission of a development proposal, District Plan or Design Guideline or other matters in the following respect does adhere to the goals of the BCDC as stated in the Sections Preamble 28-1, and Definition 28-4, of Article 28 of the Boston Zoning Code.

Presenter: Boston Redevelopment Authority

Their formal submission of Schematic Design materials as required by the BRA and as briefly restated in their executive summary and/or other materials requested by the Commission for its review are made a part of this record.

The Commission, Staff and/or Subcommittee has reviewed all the submitted material and after reviewing all the evidence in accordance with Article 28 of the Boston Zoning Code and the Commission By-Laws, find as follows:

Staff Summary and/or Subcommittee Summary: (Review)

- A. "Large-Scale Development Projects" gross floor area + 100,000 Sq. Ft.
- B. "Projects of Special Significance" required a majority vote by the Design Commission to be considered of special urban design significance to the City of Boston.
- C. Civic Project - open space/public monument, cultural center.
- ☒ D. District Design Guideline/Guideline for Development of a specific area of Boston.

Staff Recommendation and/or Subcommittee Recommendation: To accept and review the Development Proposal and/or table to Subcommittee on Concept or Guideline Review.

Commission Motion: To accept the Government Center plan in terms of those areas not covered by the Central Artery overlay and recommends post-consultation with the Commission and sub-committee for approval on individual improvements and resolution as they arise.

Project: Government Center

Amendments:

Commission Public hearing date _____ (project accepted for review)
Project referred to Subcommittee _____

Project referred to Subcommittee: on Guidelines Date 11/27/90

Commission present and Voting: # _____ (quorum 7)

Commission Public Hearing Date 12/4/90 (Decision on Project Proposal)
Vote taken: For: _____

Vote taken: For: 9 Against 0

Chair signature *[Signature]*

Vice chair signature

Staff signature

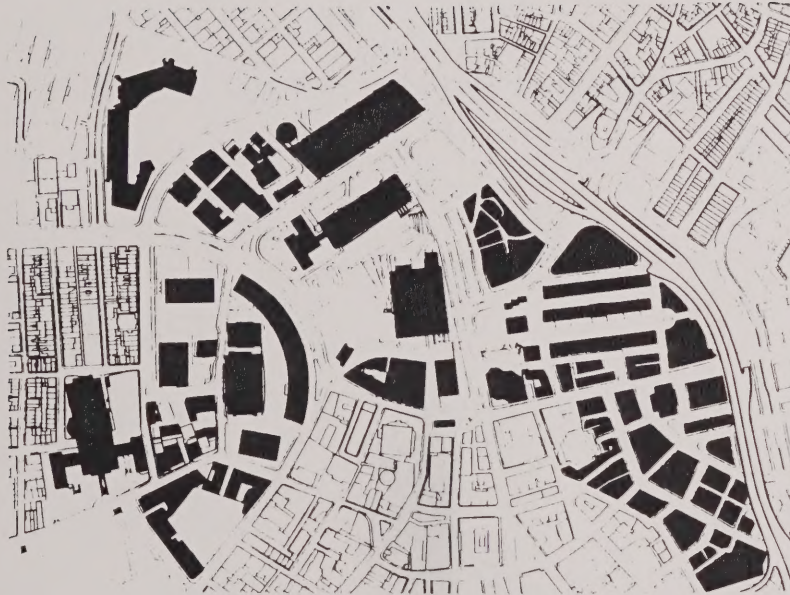
The foregoing Schematic Design Submission of a development proposal, District
Plan or Design Guideline was presented to the Boston Civic Design Commission on
12/4/90 and was signed by the BCDC on _____ in
accordance with Article 28, Sections 13-16 of the Boston Zoning Code.

UDD10/10.RPT
021490/2

DOCUMENT # 5376
ADOPTED 1/16/91

THE GOVERNMENT CENTER/ MARKETS DISTRICT PLAN

5
3
7
6



CITY OF BOSTON
Raymond L. Flynn, Mayor

BOSTON REDEVELOPMENT AUTHORITY

Stephen Coyle, Director
Clarence J. Jones, Chairman
Michael F. Donlan, Co-Vice Chairman
Francis X. O'Brien, Co-Vice Chairman
James K. Flaherty, Treasurer
Consuelo Gonzales-Thornell, Member
Kane Simonian, Secretary

January 1991

GOVERNMENT CENTER/MARKETS DISTRICT PLAN

I. INTRODUCTION

II. FRAMEWORK FOR THE PLAN

History Of Government Center and the Markets
Government Center Urban Renewal Plan
General Context
Government Center and the Central Artery

III. THE PLAN FOR GOVERNMENT CENTER/MARKETS DISTRICT

Purpose
Policy Recommendations
 Development Strategy
 State Services Center Block
 Parcel 7
 U.S. Custom House
 Saltonstall Building
 Creek Square
 Rooftop Additions
The Public Realm
Historic Preservation
Transportation Access

IV. ACHIEVING THE PLAN

Zoning
Implementation

APPENDIX A

Proposed Article 47 Zoning

Introduction

Scattered deep inside the large and vibrant modern Government Center/Market District is a small cluster of narrow, winding alleys called the Blackstone Block. On Market Street is a third mile stone set up in 1737 from which distances were measured to and from Boston, making this street "the Hub of the Hub."

It is appropriate that what was the center of Boston in the 18th Century is still, for the most part, the center today, a central crossroads through which passes much of the civic, political, commercial, and social life of the City.

Government Center has long been a crossroads, not only literally, but figuratively as well, a crossroads between political power and economic wealth. Above it, on Beacon Hill is the State Capitol, symbol of the Commonwealth and its government, while below it lies the sea, the city's historical source of wealth.

In the mid 19th century, with the decline in manufacturing and maritime industry and the city's economy languishing, planners envisioned a "New Boston," a modern and efficient city designed for the emerging service economy. Old Faneuil Square was chosen for its location, central to the retail core, the financial district, the waterfront and Beacon Hill and the State House.

The new district would be called Government Center, a symbol of the central role government would play in the economic life and revitalization of the City and the New England region. A huge public investment was made in the new center for federal, state, and municipal buildings, a commitment on the part of government to create confidence in the city and generate investment on the part of private business.

Today, the Government Center/Market District continues to generate economic wealth. The redevelopment of the waterfront and, in particular, historic Faneuil Hall and Quincy Market, brings over 15 million people to the District annually.

Of all the City's many parts, the Government Center/Market District is perhaps that area in which city planning has been practiced most intensively, dating back to Mayor Culver's plan to organize the

waterfront with a marketplace in 1630 to the most massive and far-reaching rebuilding program ever undertaken in the United States, urban renewal.

The Government Center/Market District Plan does not suggest major rebuilding or even significant development. Instead, it seeks to fresh and bring attention to what is essentially a successful area with mild development and additional well located and more carefully designed areas for enterprise. Unlike the Urban Renewal Plan of the 1960's, which called for sweeping and dramatic physical change, this Plan suggests refinement of established scope and clarity, and new demands to organize cohesively the Government Center/Market District.



The Zero Milestone on Market Street in the Financial District

Introduction

Buried deep inside the large and mostly modern Government Center/ Markets District is a small cluster of narrow, winding alleys called the Blackstone Block. On Marshall Street is a zero milestone set up in 1737 from which distances were measured to and from Boston, making that street "the Hub of the Hub."

It is appropriate that what was the center of Boston in the 18th Century is still, for the most part, the center today, a central crossroads through which passes much of the civic, political, commercial, and social life of the City.

Government Center has long been a crossroads, not only literally, but figuratively as well, a crossroads between political power and economic wealth. Above it, on Beacon Hill is the State Capitol, symbol of the Commonwealth and its government, while below it lies the sea, the city's traditional source of wealth.

In the mid-20th century, with the decline in manufacturing and maritime industry and the city's economy languishing, planners envisioned a "New Boston," a modern and efficient city designed for the emerging service economy. Old Scollay Square was chosen for its location, central to the retail core, the financial district, the waterfront, and Beacon Hill and the Statehouse.

The new district would be called Government Center, a symbol of the central role government would play in the economic life and revitalization of the City and the New England region. A huge public investment was made in the new center for federal, state, and municipal buildings, a commitment on the part of government to create confidence in the city and generate investment on the part of private business.

Today, the Government Center/Markets District continues to generate economic wealth. The renaissance of the waterfront and, in particular, historic Faneuil Hall and Quincy Markets, brings over 16 million people into the District annually.

Of all the City's many parts, the Government Center/Markets District is perhaps that area in which city planning has been practiced most intensively, dating back to Mayor Quincy's plan to organize the

waterfront with a marketplace in 1823 to the most massive and far-reaching rebuilding program ever undertaken in the United States, urban renewal.

The Government Center/Markets District Plan does not suggest major rebuilding or even significant development. Instead, it seeks to finish and bring cohesion to what is essentially a successful area with infill development and additions and better and more carefully designed areas for pedestrians. Unlike the Urban Renewal Plan of the 1960s, which called for sweeping and dramatic physical change, this Plan suggests refinements of controlled scope and clarity, and new elements to organize cohesively the Government Center/Markets District.



The Zero Milestone on Marshal Street in the Blackstone Block

Early Settlement

Responding to the area's topography, early settlers laid out this undulating and irregular peninsula like the medieval English towns men which they modeled, with streets narrow in width and winding layout and expanding and contracting widths. The colony's streets were designed to be as narrow as possible while still permitting the transit of goods.

Streets, rather than squares or plazas, were the public spaces of the medieval city. Those squares that existed during the 17th and 18th centuries were simply the widened portions of two or more streets.

Known by various names as "the broad" street, "the market" street, and then King Street, State Street was central Boston's main street with its meeting house, market, and many residences and shops across its width. The street developed originally with small, primarily detached dwellings, but by 1722 it appeared on Burner's map as a solid unbroken row of low- and three-story buildings. After the American Revolution, it was

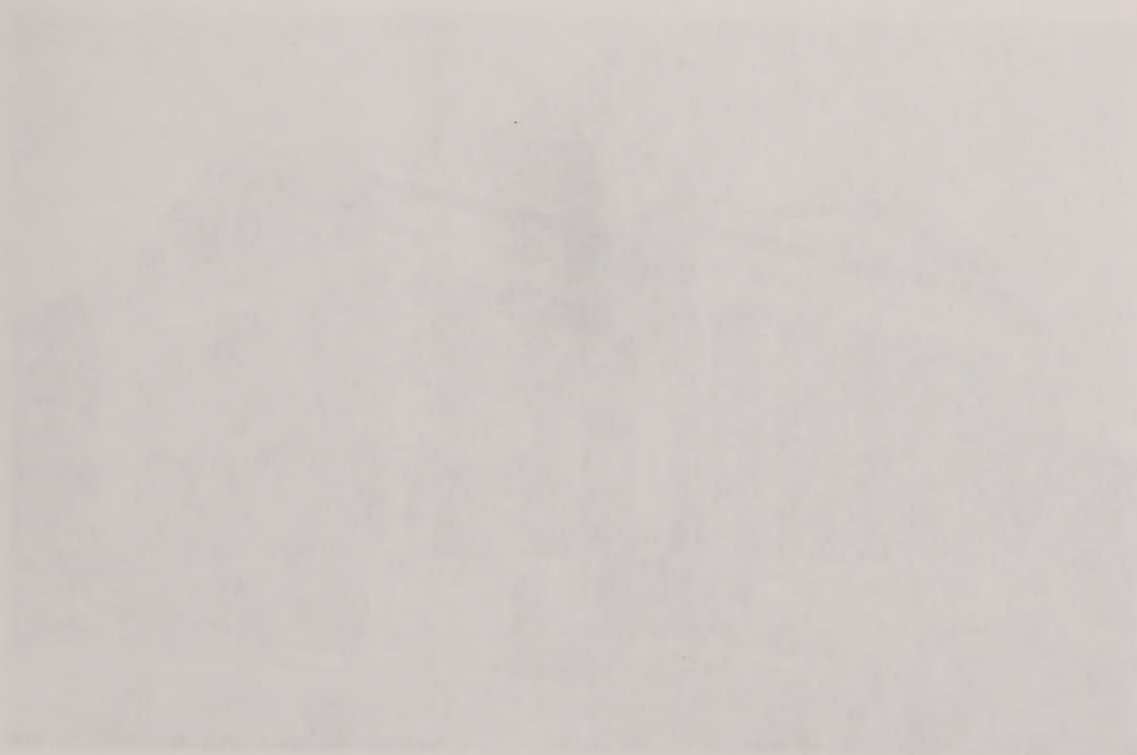
renamed State Street, an emblem of the new republic, rather than the British monarchy.

In 1740, the wealthy merchant Peter Faneuil offered "to erect and build a house and complete Warehouse or Office" for a market. The building, designed by the prominent artist John Smibert, was completed in 1742. The building, now known as Faneuil Hall, is a Baroque designed enlargement of the original British structure.

The Federal Period

In 1767, Charles Bulfinch returned to Boston from a two-year stay in England with ideas of the British neo-Classical. He began to transform a medieval town built predominantly of wood into a federal city of brick. His intention was to bring order to Boston through the use of the street grid which he carefully graded and the old system of streets in each plane of the Street Street grid.

With the completion of the Massachusetts State House in 1780, Boston Mills began to develop rapidly as a residential neighborhood. As a result, first used in the Faneuil Hall and Faneuil Square



J. S. Chapin, Author, 1778

History of the Government Center District

Early Settlement

Responding to the area's topography, early settlers laid out this undulating and irregular peninsula like the medieval English towns from which they migrated, with streets noted for warped and winding lengths and expanding and contracting widths. The colony's streets were designed to be as narrow as possible while still permitting the transit of goods.

Streets, rather than squares or plazas, were the public spaces of the medieval city. Those squares that evolved during the 17th and 18th centuries were simply the expanded junctions of two or more streets.

Known by various names as "the broad" street, "the market" street, and then King Street, State Street was colonial Boston's main street with its meeting house, market, and early residences and direct access to the water. The street developed originally with small, primitive detached dwellings, but by 1722 it appeared on Bonner's map as almost unbroken rows of two- and three-story buildings. After the American Revolution, it was

renamed State Street, an emblem of the new republic, rather than the British monarchy.

In 1740, the wealthy merchant Peter Faneuil offered "to Erect and Build a noble and complete Structure or Edifice" for a market. The building, designed by the prominent artist John Smibert, was completed in 1742. The building, now known as Faneuil Hall, is a Bulfinch-designed enlargement of the original Smibert structure.

The Federal Period

In 1787, Charles Bulfinch returned to Boston from a two-year stay in England fresh with ideas of the British Neo-Classicists. He began to transform a medieval town built predominantly of wood into a federal city of brick. His intention was to bring order to Boston through the use of the street grid which he carefully grafted onto the old system of streets in such places as the Broad Street area.

With the completion of the Massachusetts State House in 1798, Beacon Hill began to develop rapidly as a residential neighborhood. As a result, land uses in the Pemberton and Bowdoin Square



U.S. Custom House, circa 1875

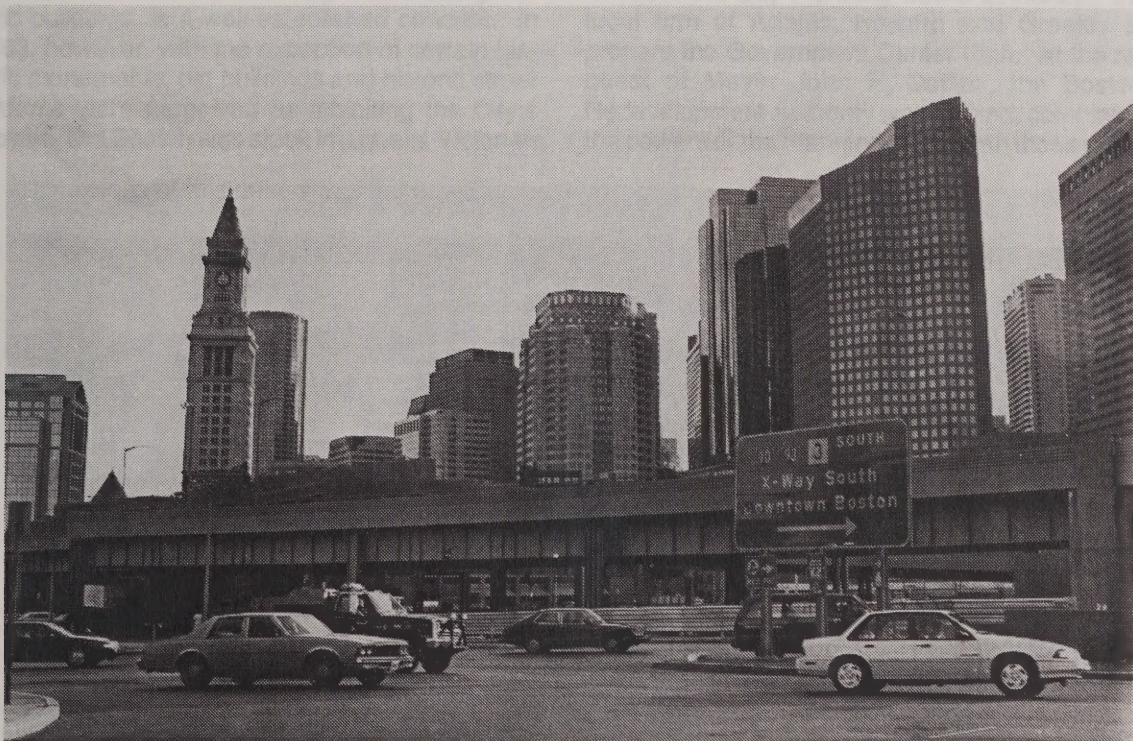
By the 1920s, Scollay Square was already crowded and chaotic with buildings jumbled together and a hodgepodge of signs and advertisements. Scollay Square was notorious for its shooting galleries, tattoo parlors, and burlesque houses such as the Old Howard.

As early as 1930, William Stanley Parker, then President of the Boston Society of Architects and a member of the City Planning Board, proposed that Scollay Square and its environs be redeveloped for government buildings. The Depression and World War II prevented action until the late 1950s.

Post-War Stagnation

In the United States during the 1950s, the highway system was greatly expanded with the result that downtown residential neighborhoods were frequently sacrificed to the transportation needs of the larger region.

In Boston, the Master Highway Plan of 1948/1949 brought the Central Artery, a new six-lane, elevated expressway snaking its way through the heart of the city, completed in 1959. Hundreds of buildings were demolished and streets eliminated, interrupted or awkwardly altered to make room for the new expressway. Huge swaths of land, containing the homes of mostly working-class people were taken for the construction of the Central Artery. Because it was an elevated structure, its construction created both visual and physical barriers between the City's neighborhoods and its downtown.



*View of Central Artery from North End
Custom House Tower and Government Center in background*

The Government Center Urban Renewal Plan of 1963

The purpose behind the 1963 Urban Renewal Plan for Government Center was to stimulate the economic revitalization of Boston and the New England region with a massive public investment in a monumental new center of government. The new buildings, roadways, and grand open spaces symbolized the "New Boston," a sleek and modern metropolis with fast-paced highways, rapid transit, and a nearby airport.

While it may seem extreme now, the Government Center Urban Renewal Plan was an ambitious attempt to thwart serious economic stagnation. Almost no major development had occurred in downtown Boston for decades. Business was loath to invest in Boston and workers looked to the suburbs for homes, not the city.

Today, the notion of preserving and re-using historic buildings, is a well-established concept. In 1963, however, with the exception of certain historic monuments, old buildings and historic street patterns were perceived as inhibiting the City's growth. Old Boston was stuck in a quaint Victorian

past, choking on its narrow meandering alleyways and its 19th-century rowhouses. Conventional wisdom held that financiers and investors would not be persuaded to invest unless a drastic, new image for downtown was developed.

The intent of the new plan was to symbolize government as the physical and symbolic center of the City, State, and region linked to its constituent parts, such as the retail core, the Financial District, the waterfront, North Station, Beacon Hill and the North and West Ends. In addition, the modern complex, with City Hall as its centerpiece, was to be surrounded by historic buildings and districts, to continue the notion of Boston's role in the political, social and cultural history of Boston, the New England region, and the United States.

In 1958, the City Planning Board authorized the local firm of Adams, Howard and Greeley to prepare the Government Center Plan. At the request of Mayor John F. Collins, the Boston Redevelopment Authority was formed, combining the powers of the Planning Board with those of the



Scollay Square 1906



Model of Government Center, 1968

- 1/Ames Building
- 2/Boston City Hall
- 3/Boston Company Building*
- 4/Boston Press Club
- 5/Boston Public Welfare Building
- 6/Bulfinch Building
- 7/Center Plaza Office Building
- 8/City Bank and Trust Company
- 9/City Hall Square
- 10/Dock Square*
- 11/Edison Substation
- 12/Faneuil Hall*

- 13/First Harrison Gray Otis House*
- 14/Government Center Parking Garage and Bus Terminal
- 15/Jewish Family and Children's Service Center
- 16/John F. Kennedy Federal Office Building
- 17/New England Merchants National Bank Building
- 18/New England Telephone Company
- 19/Old State House*
- 20/Old West Church*
- 21/One Washington Mall
- 22/Pemberton Square
- 23/Precinct 1 Police Station
- 24/Proposed Motel and Office Development

- 25/Quincy Market*
- 26/Row House Rehabilitation*
- 27/St. Botolph's Chapel
- 28/Sears Block
- 29/Sears Crescent
- 30/State Office Building*
- 31/State Service Center
- 32/Suffolk County Court House*
- 33/30 Hawkins Street
- 34/U. S. Post Office
- 35/Veterans Administration Building
- 36/WNAC-TV

*Outside the Government Center Urban Renewal Area

new Urban Renewal Agency. The BRA hired I.M. Pei and Associates to revise the plan which was completed in 1962.

According to urban historian Walter Muir Whitehill, "I.M. Pei wished not only to preserve the significant historic buildings in the area, but to create spaces in which immense new ones might be placed in harmonious relationship with their older neighbors."

Scollay Square, by now notorious for burlesque houses and tattoo parlors, was chosen as the site for the government complex due to its central location and proximity to rapid transit and the state capitol.

The Plan was executed throughout the 1960s as an urban renewal development. Approximately 60 acres of land and buildings were cleared, streets eliminated or substantially realigned, and the lively Scollay and Brattle Squares demolished.

The development of a new City Hall, state and federal office buildings, police station, and post office around a spacious new terraced plaza created an economic base to generate private investment. New office and retail buildings and a television studio followed.

Critical to the Plan was an efficient transportation system with a logical and orderly street system. Major arterials, like Cambridge Street and Congress Street, connected the District to the regional roadway network, such as Storrow Drive and the Central Artery. Abundant and accessible public transit connected the District to the Airport and suburban communities.

In many respects the Plan was a success in achieving its objectives. Throughout the 1960s and 70s, many new office towers were developed and major corporations located in Boston. Driving in this District is clear and relatively easy, while connections by transit to all areas is simple and direct.

Some of the design concepts of the period, however, have proved to be less successful, particularly for pedestrians. The Government Center/Markets District Plan is an attempt to finish and improve certain aspects of the Government Center Plan of 1963 in such a way as to humanize the District and create a safer and more attractive pedestrian environment.

national competition. Private office buildings with retail shops at the ground level occur in the Plan's perimeter. City Hall Plaza was created as a major public space to hold large civic events, such as political and sports rallies, concerts, and demonstrations. More recently, the Plaza has been used as a fairground, with farmers selling up streets to sell fish and vegetables.

The Plaza and Markets

Renovated in 1976, Faneuil Hall Market Square was the first landscaped marketplace in the country. Here, it drew 10 million tourists, pedestrians, and office workers to its busy shops, food stands, and restaurants, many with outdoor seating. The space between the Quincy Market building and the North and South Markets have been turned into active pedestrian ways, animated with fountains, outdoor lights, benches, and kiosks. The new promenade in front of the main entrance to Quincy Market often provides an impromptu stage for musicians, minstrels, and other entertainers.

The Blackstone Block

The Blackstone Block was an important commercial and residential center for centuries. During the 1970s, it was used with renewed

General Context

Government Center is the heart of downtown Boston, surrounded on all sides by areas of great distinction, character, and pronounced image including the North End community, the waterfront, the Bulfinch Triangle area, Cambridge Street and the West End institutions, Beacon Hill and beyond that, Boston Common, the Midtown Cultural District, and the Financial District.

A Center for Modern Government

Government Center is a complex of buildings, plazas and walkways designed to represent the physical and symbolic renaissance of modern Boston. Government buildings in the District include Boston City Hall, the John F. Kennedy Federal Building consisting of two towers and a long, low-rise section, the State Services Center Building on New Chardon Street, the Saltonstall Building and One Ashburton Place which house state offices, the Suffolk County Courthouse, and the Massachusetts State House.

City Hall Plaza

State and Federal office buildings are located around the nine-acre City Hall Plaza. The centerpiece of the Plaza, Boston City Hall, was designed by Kallmann McKinnell & Knowles, winners of a

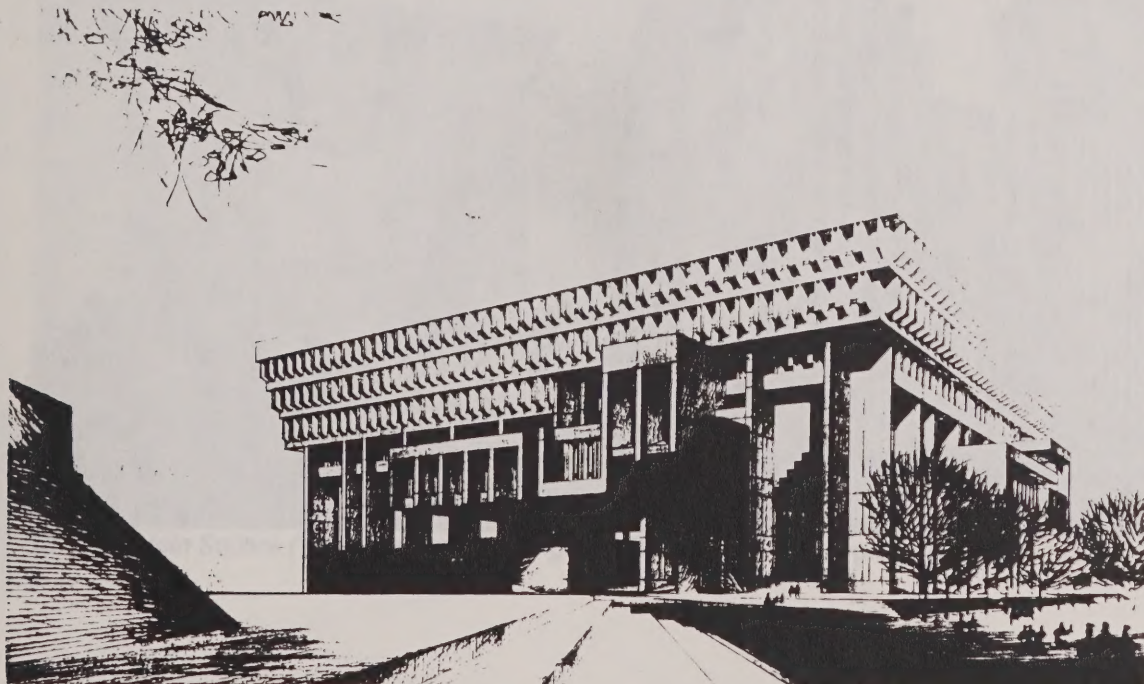
national competition. Private office buildings with retail shops at the ground level occur at the Plaza's perimeter. City Hall Plaza was created as a major public space to host large civic events, such as political and sports rallies, concerts, and demonstrations. More recently, the Plaza has been used as a marketplace, with farmers setting up stands to sell fruit and vegetables.

The Festival Marketplace

Re-opened in 1976, Faneuil Hall Marketplace was one of the first festival marketplaces in the country. Annually, it draws 16 million tourists, residents, and office workers to its lively shops, food stands, and restaurants, many with outdoor tables. The streets between the Quincy Market building and the North and South Markets have been turned into active pedestrian ways animated with flags, distinctive lights, benches, and kiosks. The area immediately in front of the main entrance to Quincy Market often provides an impromptu stage for musicians, mimes, and other entertainers.

The Blackstone Block

The Blackstone Block was an important commercial and industrial center for colonial Boston. Union Street in the 1700s was lined with taverns



Rendering of City Hall

and shops, with the merchant's quarters upstairs. Established in 1823, the Union Oyster House survives today as one of the oldest restaurants in continuous use in the country. Though there may be isolated instances in Boston of 17th-century streets or alleys which retain their original layout, the Blackstone Block is the only area where six such lanes survive, comprising a small colonial village in the heart of a modern metropolis.

The Broad Street area

The Broad Street area is noted for architecture diverse in form, scale, materials, and style. Constructed over the course of two centuries, the changing techniques and attitudes of development are reflected in the variety of plot sizes and building scales. Yet the transition between buildings is successful. A combination of textures and colors can be found in a single building or in a complete streetscape such as Merchants Row. When set upon an irregular street pattern, this variety creates many strong spaces of surprising contrasts as well as a system of well-defined vistas. The prominence of this area is marked by the U.S. Custom House which, along with the Board of Trade building, will be redeveloped as a hotel complex.

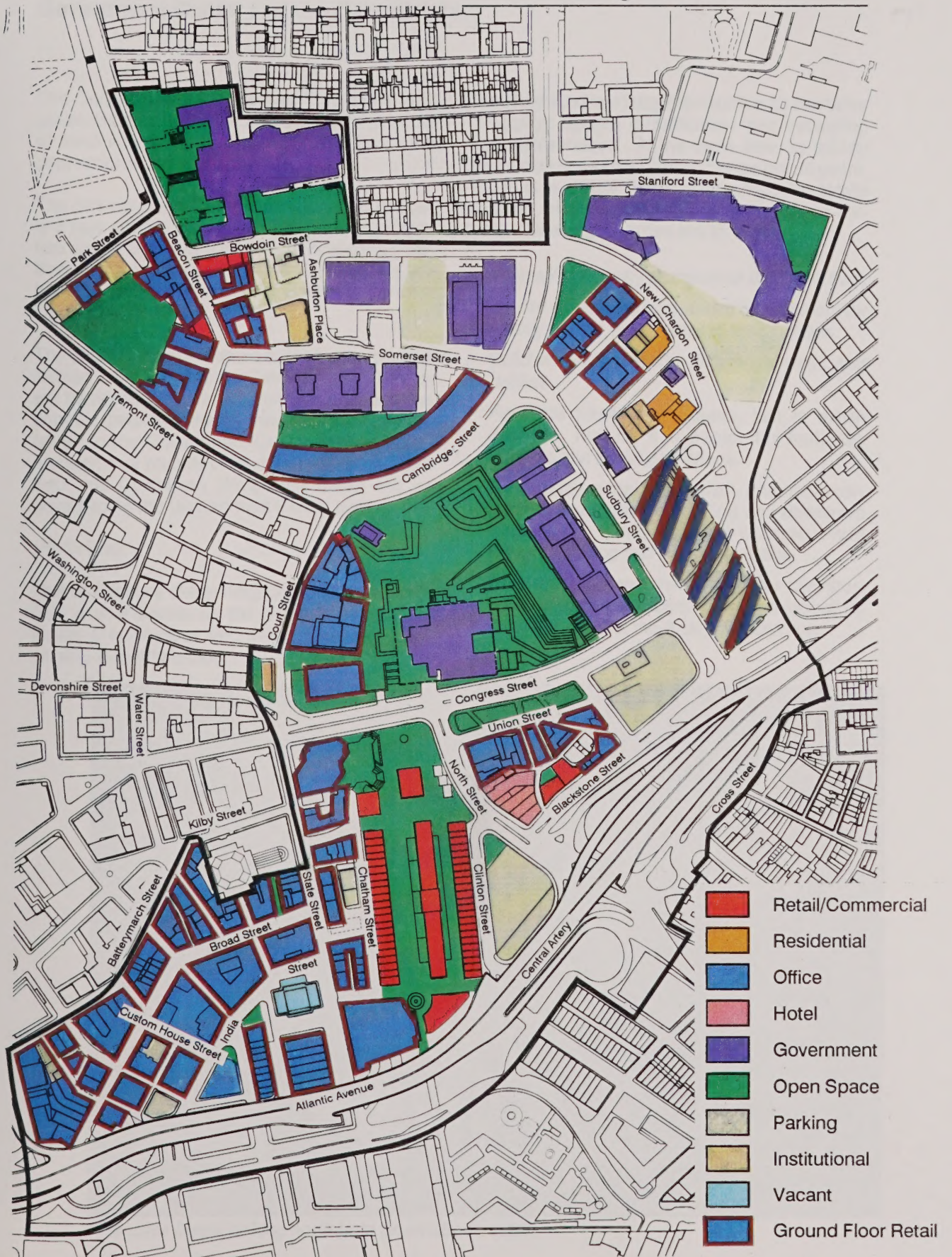
Recent Investment

Development projects recently completed in the Government Center District include a \$65 million renovation of 73 Tremont Street, a turn-of-the-century granite building which commands a prominent location at Tremont and Beacon Streets where Cambridge Street curves and rises. The \$33 million One Bowdoin Square project at Cambridge and New Chardon Streets introduces a fanciful and exuberant architectural design to an area of mostly drab government buildings. In the Broad Street area, the 20 and 21 Custom House Street projects are two new office buildings of 144,000 GSF and 92,000 GSF respectively which together represent \$50 million in new development. 200 High Street is an office renovation with an addition valued at \$8.5 million. At Faneuil Hall Marketplace, the 41,000 square foot One Faneuil Hall Square building nicely complements surrounding historic structures. At the other end of the Marketplace, the 200 State Street project placed a tower on State Street with an attractive low-rise portion which completes the marketplace and provides a gateway to the waterfront.



One Bowdoin Square (1989) and the New England Telephone and Telegraph Building (1930)

Existing Land Use



Government Center and the Central Artery

The Central Artery District Plan is a re-use and urban design plan for the approximately 40 acres of land which will become available after the depression of the elevated roadway.

The centerpiece of the Central Artery District Plan is a park system. Because of its downtown location and its convenience to the largest concentration of visitors to the City, the park system will become part of the identity of Boston in the 21st Century.

The opportunities presented by those new parcels located in the Government Center/Markets District will be described here. The dimensional and use controls governing their development will be contained in the Government Center zoning article. Thirteen new parcels of land, spanning the North End and Downtown Waterfront areas will be governed by the Government Center zoning.

North End

One of Boston's oldest neighborhoods, the North End is best known as the home to successive waves of immigrants who fueled America's 19th-century industrialization.

The North End has fought to maintain its character struggling against gentrification and escalating real estate values. At the same time, its elderly population has almost doubled in the last 30 years. There is a critical demand for affordable family housing, recreational facilities and elderly services. New opportunities are to:

- Maintain the family character of the North End.
- Create a warm and supportive environment for elderly people to live close to their families.
- Build charming parks for children, families, and seniors.
- Recreate Haymarket Square, lost to urban renewal, making it a center for festivals, parades and social gatherings.
- Restore the visual, pedestrian, and traffic corridors between the North End and downtown which today make traveling between these areas confusing and even dangerous.
- Give definition and meaning to the neighborhood edge made discontinuous and jagged by the demolition for the Artery construction.



Hanover Street looking north from Court Street, 1900

Downtown Waterfront

In the past 25 years, the waterfront has become a magnet for shoppers, city dwellers, office workers, retailers, and visitors. The overhead Artery structure, however, detracts from the pedestrian nature of the waterfront, forcing walkers to dash across dark and dangerous roadways to reach the harbor.

Nine parcels of land totalling over eight acres will be produced in the Waterfront District when the steel is removed from the elevated Artery, providing enormous opportunities to strengthen the area, such as:

- Linking Harborpark, the City's premier waterfront park, and Faneuil Hall Marketplace, making it pleasant and convenient for visitors to go between them, and connecting these areas to Broad Street, creating a unified historic district.
- re-establishment of pedestrian connections between the waterfront and downtown.
- rebuilding of historic streets and view corridors between the downtown and the waterfront.

The specific program for both the North End and Downtown Waterfront Central Artery parcels will be described in greater detail in the next section, the Plan for Government Center.

III. THE PLAN FOR GOVERNMENT CENTER/MARKETS DISTRICT

Government Center is a neighborhood for students, office workers, government employees, business people, and residents. While it is well served for automobiles, pedestrian access suffers from some of the less successful aspects of urban renewal planning. Certain key problems and planning recommendations for the Government Center/Markets District. These are:

- to protect but also improve the U.S. Custom House and the Grand Street area;

- to create a new link, visually and functionally, between Federal Hall and the waterfront via Grand Street;
- to strengthen connections to Hart Square, from the Government Center/Markets District, and
- to fresh and bring cohesion to the largely unfulfilled Government Center Plan from the 1960s by formulating certain of its elements through the use of pedestrian-oriented buildings, signage, public street furniture and civic landmarks.



Grand Street District

The Planning Policies

Government Center is a crossroads for tourists, office workers, government employees, business people, and residents. While it is well-planned for automobiles, pedestrian access suffers from some of the less successful aspects of urban renewal planning. Certain key premises form the planning recommendations for the Government Center/Markets District. These are:

- to protect but also revitalize the U.S. Custom House and the Broad Street area;

- to create a new link, visually and functionally, between Faneuil Hall and the waterfront via Broad Street,
- to strengthen connections to Harborpark from the Government Center/Markets District, and
- to finish and bring cohesion to the largely successful Government Center Plan from the 1960s by humanizing certain of its elements through the use of pedestrian-oriented buildings, signage, paths, street furniture and civic monuments.



Broad Street District



Urban Design Opportunities



Policy Recommendations

I. DEVELOPMENT STRATEGY

For the Government Center/Markets District, the process of managing growth focuses primarily on measures to humanize less successful components of the original Government Center Urban Renewal Plan by improving underutilized or ill-defined areas with forms related more to the pedestrian rather than the auto.

With its central Plaza surrounded by civic buildings, the Government Center/Markets District, is similar in some ways to the Mall in Washington D.C. Like that space, the Government Center/Markets District is fairly complete and established; only refinements are needed.

New development opportunities will consist primarily of the Central Artery Air-rights Park, small-scale development or additions within the District, and capital improvements to the District's public realm, rather than development on a grand scale. Only one area in the District is appropriate for large development, the State Services Center, whose original design was never fully completed.

State Services Center Block

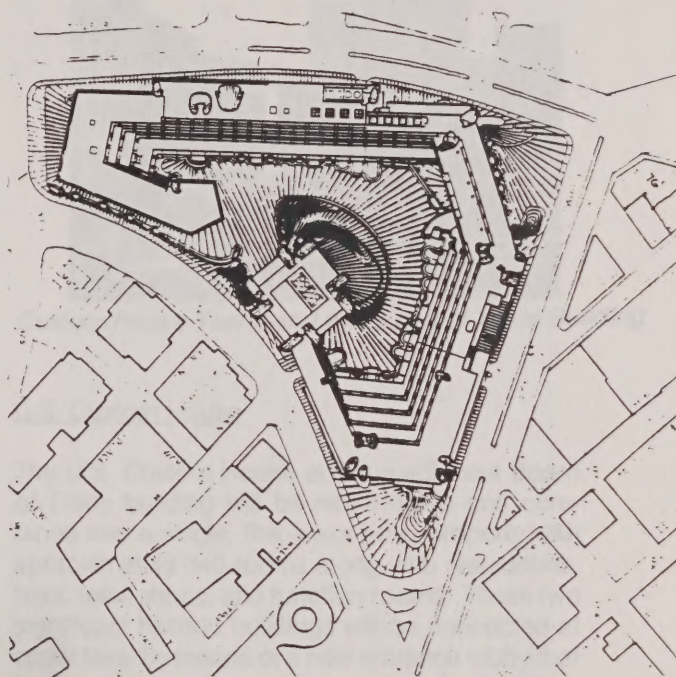
The State Services Center houses social service agencies and was originally planned to include a 24-story tower which was never built. The parcel was created as part of the Government Center Urban Renewal plan by clearing 190 structures and eight streets. While the Hurley Building and Lindemann Center were built, the third planned building, an office building was never constructed.

This Plan designates a portion of this parcel as a location on which a Planned Development Area may be permitted within which a proposed project is permitted a building height of up to 400 feet. The following are urban design guidelines for the site:

- Complete the form similar to the original Paul Rudolph Plan with a tower of approximately 400 feet near the center of the site.
- Preserve the existing building and monumental stair at Lowell Square.
- Design new buildings on the Merrimac Street edge of 75 to 90 feet to reflect the heights of

buildings located opposite Merrimac Street in the Bulfinch Triangle.

- Enhance views and pedestrian access.
- Set back the tower from Merrimac Street.
- Create a public plaza in the middle of the block with ground floor uses at its edges to generate activity and reserve a portion of the site for a play area for children in area daycare centers.
- Site all parking below grade.



State Service Center
Original Site Plan by Paul Rudolph

Parcel 7

Parcel 7, adjacent to the Central Artery and the historic Blackstone Block, is a vacant, 57,900 square foot parcel currently used for surface parking. While early plans envisioned a hotel and office building on the site, the State has since designated it as a site for a ventilation equipment building and parking garage, in association with the Central Artery depression. The site is to include retail stores along with space for Haymarket vendors.

Parcel 7 is the subject of a Land Disposition Agreement between the BRA and the State for which

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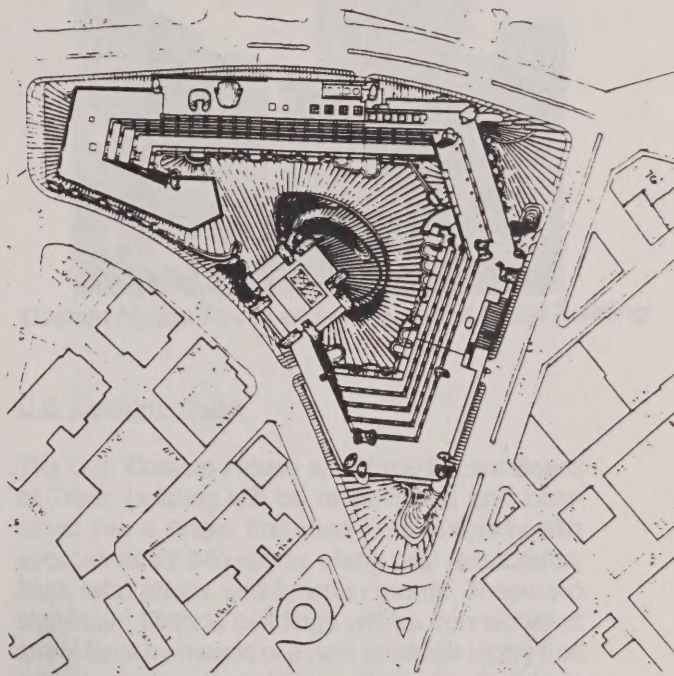
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Parcel 7 is the subject of a Land Disposition Agreement between the BRA and the State for which

Design Guidelines and Standards were jointly developed. The following summarizes those guidelines and standards:

- Insure that new development is compatible with the adjacent Blackstone Block and the North End neighborhood.
- Include active uses at grade and provide for pedestrian connections to Salem and Hanover Streets.
- Incorporate retail and cultural use and the MBTA Orange Line headhouse in the base of the building.
- Design sidewalk areas of sufficient width for Haymarket vendors.
- Reinforce the Hanover Street edge with a strong streetwall.
- Design the chimney and mechanical ventilation structures with sensitivity to neighboring buildings, parks, and uses.
- Preserve the Old North Church sightline easement which runs through the center of the parcel.



Parcel 7



Custom House Tower and the Board of Trade Building

U.S. Custom House

The U.S. Custom House and the adjacent Board of Trade building will be rehabilitated and combined into a single, first-class hotel property with approximately 340 rooms along with restaurants, bars, retail shops, and function rooms. These two significant historic buildings will be connected at street level by means of a new entrance lobby that also supports a formal plaza above accessible to the public via broad staircases on State and Central Streets. This combined project has received approval from the Secretary of Environmental Affairs.

The Custom House redevelopment project is part of a planning strategy to enliven the Broad Street area by bringing people from the Faneuil Hall Marketplace through Broad Street to the waterfront. Activity generated by the hotel will enliven the district with people going between the new hotel, Faneuil Hall Marketplace and Christopher Columbus Park, and Rowes Wharf.

McKinley Square, the forecourt of the Custom House, and India Street will be improved and closed to traffic to complement the Faneuil Hall

Marketplace pedestrian zone. The MBTA's planned widening of the State Street sidewalk on the south side in conjunction with a new Aquarium Blue Line entrance on State Street will further encourage pedestrian use of this area.

The Beal Companies were tentatively designated in July 1990 to redevelop the Custom House by the BRA which purchased it from the federal government in 1987. The redevelopment will be carried out by long-term lease and in accordance with redevelopment guidelines first issued in 1987.

- The exterior of both the original 1847 Custom House and 1912 tower addition will be restored and preserved in addition to those portions of the interior with Boston Landmark Designation.
- The Custom House will be rehabilitated in a manner which preserves it as a historic resource for the people of Boston.
- The original 1847 Custom House will be open to the public and programmed with exhibits on a rotating basis.
- The observation deck on the 25th floor will be reopened and available to the visiting public.

Saltonstall Building Site

The Leverett Saltonstall Building is owned by the Commonwealth and houses many of its executive offices. Its height of approximately 275 feet and substantial setback from Cambridge Street results in extremely windy conditions on its large, open plaza. This open space represents an abrupt interruption between the more consistent streetwalls presented by the Center Plaza Building on one side and the Beacon Hill blocks lining Cambridge Street on the other. While the Saltonstall Building itself will most likely remain unchanged, the site can be significantly improved to humanize the scale of the broad and windy plaza. The proposed zoning for the site allows for small scale development in front of the Saltonstall Building and an urban plaza with an arcade or other small structure to the rear of the tower.

The guideline for the Saltonstall site is to:

- Design structures which would mitigate the environmental impacts of the Saltonstall tower, in particular, its wind impacts.

Creek Square in the Blackstone Block

Designated as a Boston Landmark in 1985, the Blackstone Block street and sidewalk network is the largest intact network of original, 17th-century streets remaining in Boston. The Block contains two 18th-century buildings: the Ebenezer Hancock House, circa 1767, and the Union Oyster House, circa 1730-35, both of which are nationally significant for their Revolutionary-era associations as well as their age and design. The Blackstone Block's existing buildings comprise a rich and diverse, yet cohesive blend of architectural designs spanning 250 years.

The Blackstone Block is the subject of a 1982 cooperation agreement between the BRA and the Boston Landmarks Commission (BLC) whereby



Union Oyster House in the Blackstone Block

the BLC serves as a special review panel for new development. Any proposed changes affecting building exteriors or their sites is reviewed according to Standards and Criteria developed by the BLC, dated January 8, 1985. Those Standards and Criteria state that height limits for new buildings and additions should be set at the high point of the largest building envelope to have existed historically on a given site.

The Creek Square site is comprised of parcels abutting historic Creek Square located along

Blackstone Street and Hancock Row. Specific guidelines for development of the Creek Square site in the Blackstone Block include:

- Develop the Creek Square site in accordance with height limits established by the BLC and later incorporated into the BRA's Creek Square First Stage Guidelines and Conditions (August 1986) which are:

	Cornice	Roof
72-86 Blackstone	35'0"	45'6"
88-98 Blackstone	66'6"	66'6"
100-102 Blackstone	45'6"	56'0"
106 Blackstone	45'6"	56'0"
Hancock Row	35'0"	45'6"

- Use materials which respect the historic nature of the surrounding block such as brick with granite or brownstone trim. Storefronts should be predominantly of granite or stone.
- Site active uses in the ground floor of any new development.



73 Blackstone Street

Significant precedent exists for the construction of compatible vertical additions within the Government Center District. In the early part of the century, many vertical additions were made to a number of mid to late 19th-century buildings, often in response to an earlier provision of zoning as a combination of reconstruction following fire damage.

Good examples of such additions include 40-42 1 1/2 Street, an 1873 high-velocity Gothic Revival story building opening a slender yet comparative fourth floor dating from 1925; 54-56 Water Street, an 1873 hip-roofed structure modified by 1917 to accommodate a fourth floor; 113-115 State Street, a two-story cast-iron front structure erected in 1883 and altered as the Riverside Building in which new upper stories were added around 1925; and the Boston-Henrietta, 10 1/2 Beacon Street, built 1885-86, with increased three-story addition substantially set back from the street in 1915.

Recent vertical additions in the District include 73 Blackstone Street, two additional floors added with a dormer rising to a level of the existing granite building; 30-40 Court Street, two floor mid-20th-century and postwar addition; and the Government Center Garage two levels of high office stories added.

The following are general addition construction guidelines for district sub-area of the Government Center Market District:

Blackstone Block

- Specific height limitations vary from lot to lot and are set at the high point of the largest building envelope to be developed on a given lot.
- Historic roof shapes should be retained, re-created or mimicked as closely as possible. Historic mansard roofs should be replicated as closely as possible.
- Mechanical penthouses should be designed by or with the design team and be visually new and appearing more and more integrated from interior or exterior points of view.

More detailed guidelines about additions to Blackstone Block buildings can be found in the Boston

Guidelines for Rooftop Additions

Government Center is composed of a series of interconnected plazas and walkways crisscrossed by wide traffic boulevards, rather than strongly-defined and consistent streetwalls. Some buildings, like City Hall or the Custom House Tower dominate their settings and play important symbolic roles as icons of Boston's renewal, while others fade modestly into the background. Typically, larger new buildings are juxtaposed with older or historic structures.

Because most rooftop additions in this District will be visible across large open spaces or from high-rise buildings, they should be comprised of materials which are compatible with the original building. Flat-roofed buildings with strongly defined cornices may be candidates for cornice-like additions of one or two stories. Additions which would incorporate incremental setbacks should only be considered when the host building suggests this type of solution, such as an Art Deco-style building.



73 Tremont Street

Significant precedent exists for the construction of compatible vertical additions within the Government Center District. In the early part of this century, many vertical additions were made to a number of mid to late 19th-century buildings, either in response to expansion pressures or perhaps as a component of reconstruction following fire damage.

Some examples of such additions include 44-48 Kilby Street, an 1873 High Victorian Gothic three-story building sporting a simpler yet compatible fourth floor dating from 1925; 54-58 Kilby Street, an 1873 hip-roofed structure modified by 1917 to accommodate a fourth floor; 112-116 State Street, a five-story cast-iron front structure erected in 1869 and known as the Richards Building, to which two upper stories were added around 1889; and the Boston Athenaeum, 10 1/2 Beacon Street, circa 1846-51, which received a two-story addition substantially set back from the street in 1913.

Recent vertical additions in the District include 73 Tremont Street, two additional floors capped with a dome added to a turn-of-the-century granite building; 30-40 Court Street, top floor skybridge and penthouses added, and the Government Center Garage two floors of back office space added.

The following are general rooftop addition guidelines for distinct sub-areas of the Government Center/Markets District.

Blackstone Block

- Specific height limitations vary from lot to lot and are set at the high point of the largest building envelope to have existed historically on a given site.
- Historic roof shapes should be retained; replacement roofing materials must duplicate historic textures and colors to the maximum extent possible;
- Mechanical penthouses should be concealed by or well-integrated with the shapes of both new and existing roofs and should not be visible from interior or exterior public ways.

More detailed guidelines about additions to Blackstone Block buildings can be found in the Boston

Landmarks Commission Blackstone Block Design Review Standards and Criteria, dated January 8, 1985, pages 4-7.

Broad Street

- The design of proposed vertical additions should contribute to, rather than compete with, the established character of the host building;
- As any rooftop addition along Broad Street will affect the street's overall character, careful consideration must be given to issues of scale, facade proportion and materials;
- The four-story, Federal-style warehouses designed for the Broad Street Association by Charles Bulfinch, most of which have Landmark status, create the context against which new additions should be judged.
- Masonry materials should be used on all new development.

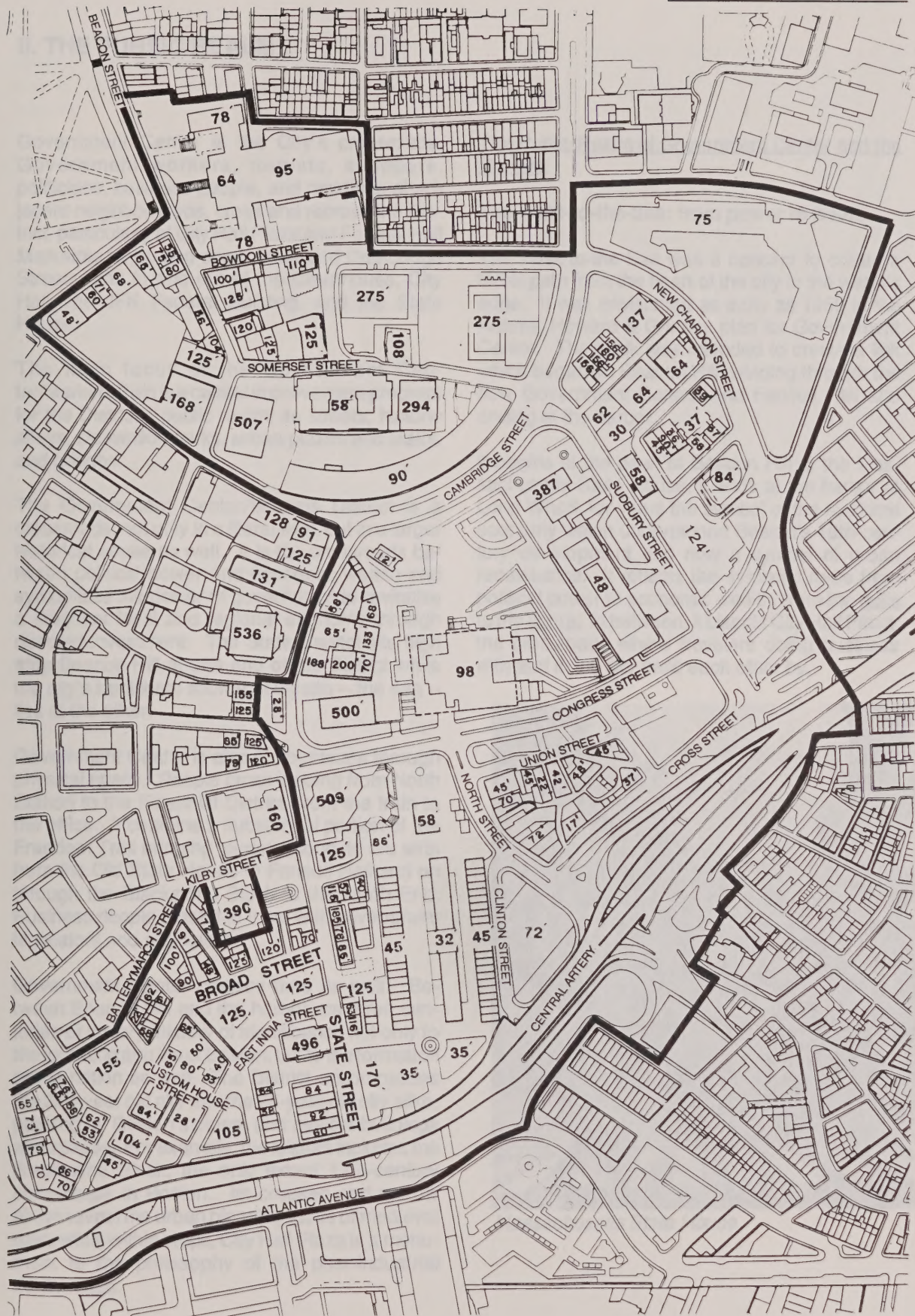
State Street

- The design of additions should contribute to the street's lively and interesting streetwalls which consist of rows of facades of various heights and architectural styles dating from the late 19th and early 20th centuries;
- The scale, proportion, and architectural style of a given rooftop addition should contribute to, rather than compete with, the established character of the host building;
- Respect for existing State Street landmarks, such as the Custom House and the Old State House, should govern the appropriateness and design of vertical additions, with particular respect to vistas.

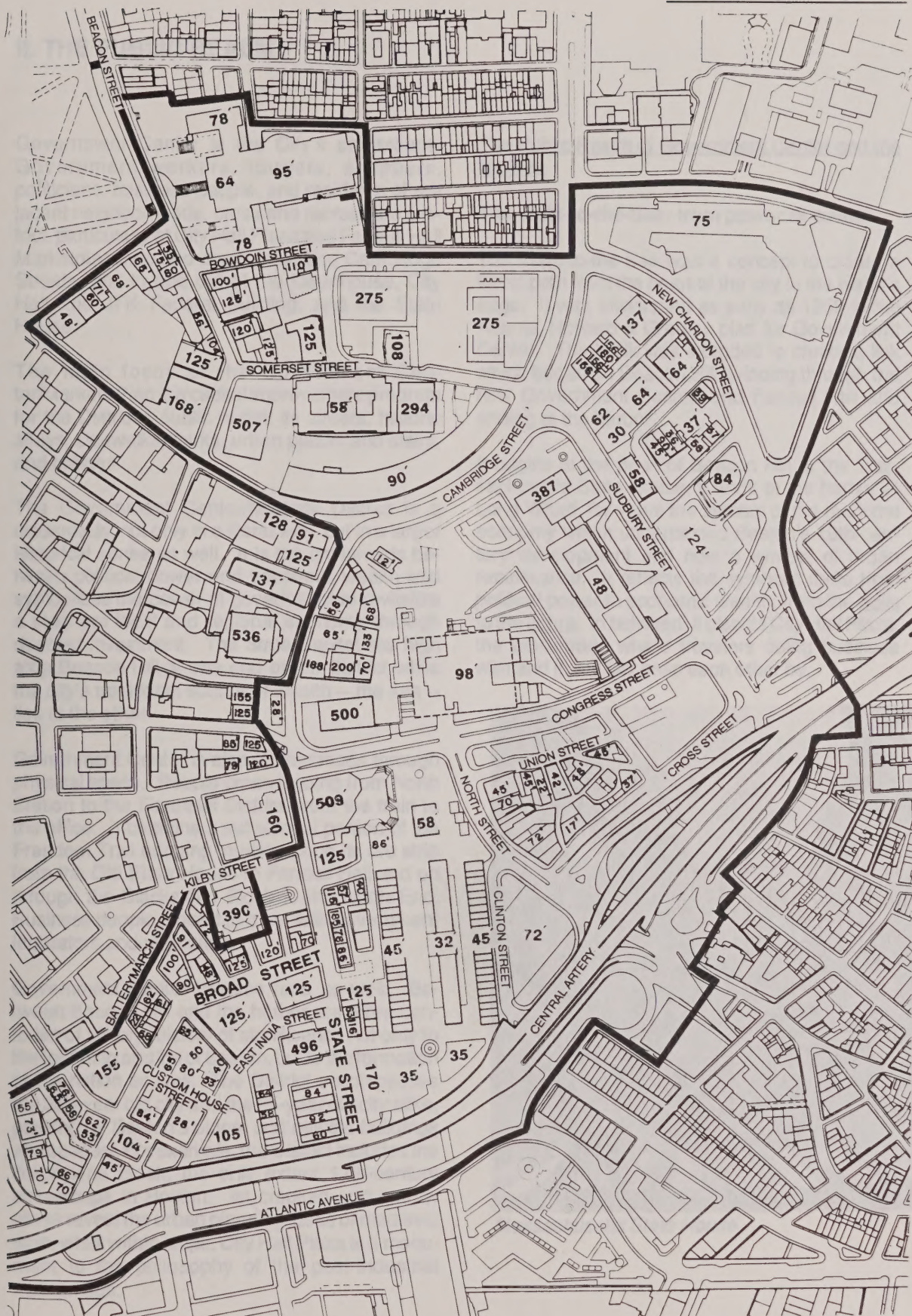


View of Old State House

Building Heights



Building Heights



II. THE PUBLIC REALM

Government Center is the City's crossroads. Government workers, tourists, shoppers, politicians, business people, and residents of adjacent neighborhoods, cross and recross the District, particularly at City Hall Plaza and Faneuil Hall Marketplace; up and down State and Cambridge Streets, and in and out of the Courthouse, City Hall, the JFK Federal Building, and the State House.

The main focus of the Government Center/Markets Plan is a capital improvement program for the District's public realm: its streets, historic alleys, sidewalks, parks, urban plazas and stairs, and bridges.

The Government Center/Markets District is a crossroads, not only in a literal way, but in a larger historical sense as well. It is the crossroads between political power and economic wealth and symbolizes the power of government to revitalize a stagnant local and regional economy through directed investment. The State Capitol sits high atop Beacon Hill at one end of the District while the city's traditional source of wealth -- the sea -- lies at the other.

Government Center is also a crossroads through physical space. People cross it going from North Station to the Financial District, from the train to the office. It contains a substantial portion of the Freedom Trail bringing tourists along its red strip from the Old State House to Faneuil Hall and on through the Blackstone Block to the North End. Business people cross it to meet with government legislators and regulators.

Government Center crosses time as well. Between Beacon Hill and the harbor are three centuries of history, history of significance not only to the founding and life of Boston, but to the formation of the nation as well. The District encompasses the 350-year old city and the 25-year old city alike, passing by Boston's oldest and newest buildings and spaces. For example, the District includes the Blackstone Block, the only extant 17th-century streetscape in Boston. Its crooked and narrow alleys reveal the urban planning ideas of medieval man, while within steps, City Hall Plaza is a monument to the philosophy of the post-industrial modern age.

The Public Realm of Government Center and the Markets

The Walk-to-the-Sea: from power to wealth

The Walk-to-the-Sea was a concept to create a literal path from the heart of the city to the water's edge. It was envisioned as early as 1959 in the Adams, Howard & Greeley plan for Government Center. The Walk was intended to create a link which began on Beacon Hill, winding through the new Government Center, and Faneuil Hall and ending at the harbor.

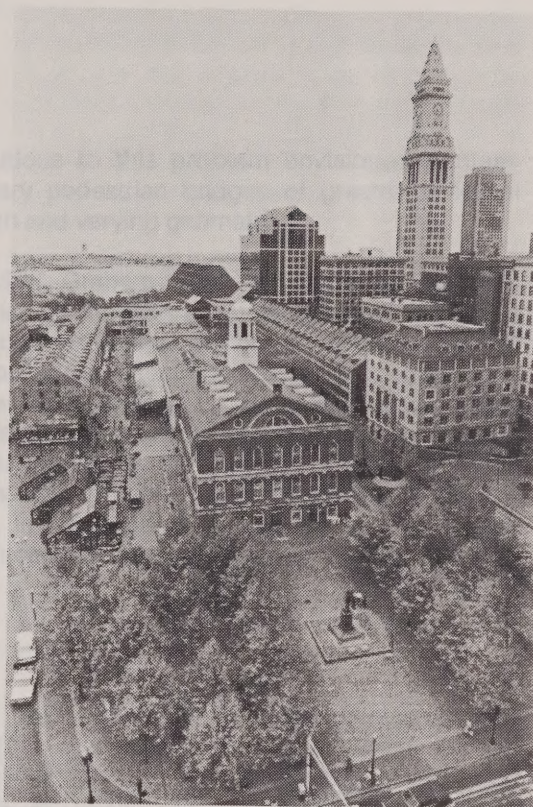
It begins at the peak of Beacon Hill at the Massachusetts State House; it ends at the harbor at Long Wharf, for years the symbol of the maritime economy which underpinned Boston's 19th-century development and now a symbol of urban renaissance. It reflects the symbolic route from political power to economic wealth, from the polis to the agora. In between, it bisects City Hall Plaza, the crossroads where travelers doing business with and in the city pass each other by.



Massachusetts State House

The Walk-to-the-Sea as it exists today needs to be clarified, perhaps even marked as the Freedom Trail is, and each of its segments improved as follows:

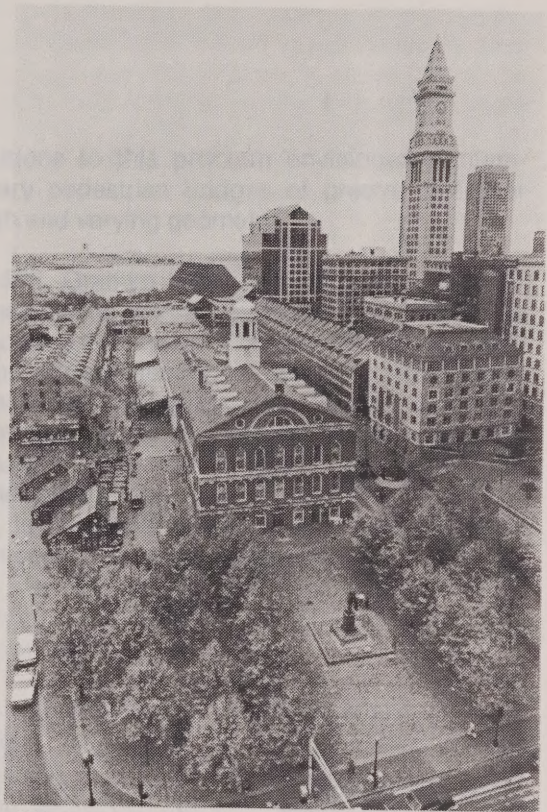
- Begin at the State House and more formally at the Sacred Cod in the House of Representatives, symbol of the Commonwealth's prosperity deriving from the sea.
- Open the Suffolk County Court House for unrestricted pedestrian passage by extending Ashburton Place as a pedestrian path through the building.
- Improve Pemberton Square with new plantings, trees, and lighting and enhance the staircase leading to Cambridge Street.
- Redesign the traffic island on Cambridge Street where it intersects with Court to reduce pedestrian/vehicle conflict, identify the direction of the Walk-to-the-Sea, and reinforce views with public art.
- Construct a pedestrian bridge over Congress Street between City Hall Plaza and the 60 State Street plaza to provide better and safer pedestrian access.
- Enhance the visual prominence of Long Wharf as a destination.
- Improve the ground floor of the Marriott Hotel on Long Wharf and provide active uses.



"Walk-to-the-Sea"

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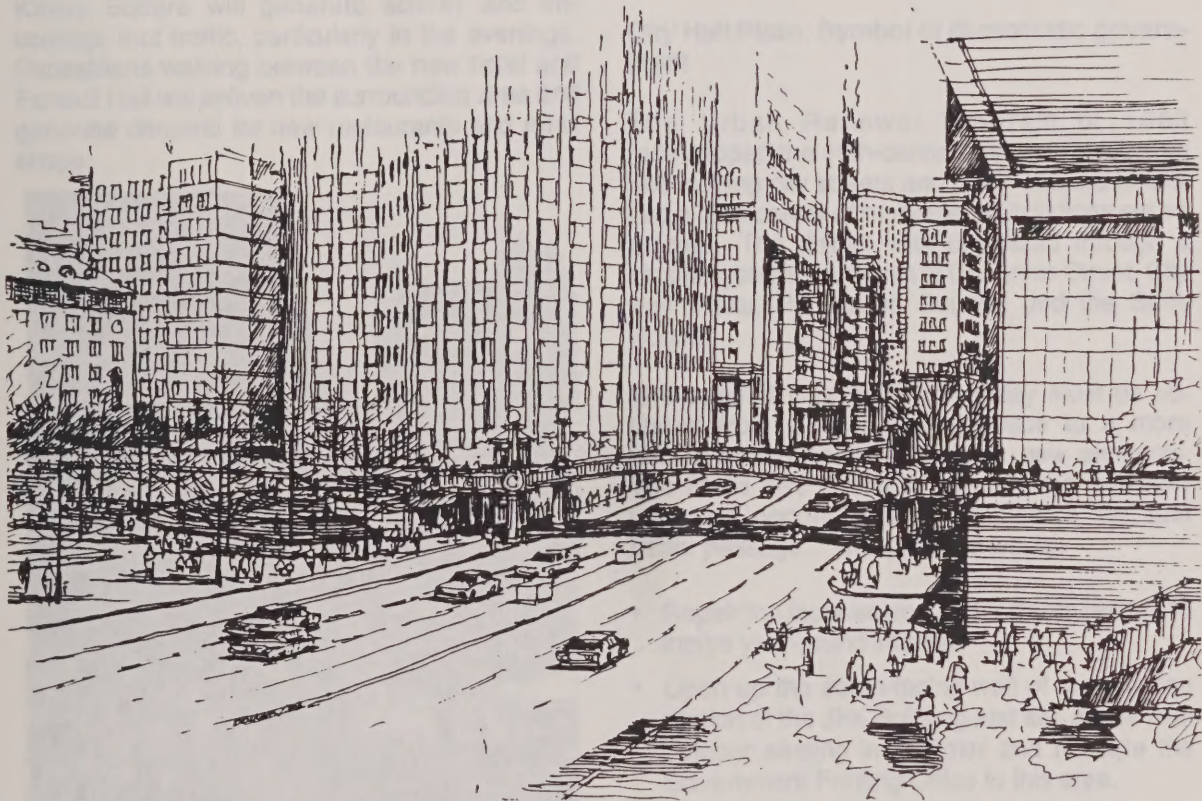
"Walk-to-the-Sea"

New Congress Street Pedestrian Bridge

As discussed above, an integral part of the Walk-to-the-Sea is an elevated link over Congress Street. The idea of a pedestrian bridge in this area was conceived in 1964, when I.M. Pei was commissioned to develop a Master Plan for Government Center. An important component of this plan was the refinement of the Walk-to-the-Sea concept which linked the State House with the harbor. Since the Government Center Plan also included the creation of a system of wide arterial boulevards, the reconciliation of pedestrian and vehicular needs became a design challenge, particularly at Adams Square, between the New City Hall Plaza and Faneuil Hall. Early attempts at

solutions to this problem envisioned contemporary pedestrian bridges of greater or lesser width and varying geometry.

In 1986, Graham Gund Architects was commissioned by the BRA to revisit the Walk-to-the-Sea concept in the context of present-day needs. Chief among the architect's charges was to provide safe, convenient passage for the estimated 2.3 million pedestrians crossing Congress Street every year, including those with physical disabilities. The Gund scheme, shown here, is graceful and evocative, in the tradition of Boston's 19th- and early 20th-century civic architecture.



*Rendering of a Pedestrian Bridge on New Congress Street
Graham Gund Associates 1986*

The Broad Street area: from the festival marketplace to the waterfront

Broad Street is a back street lined with excellent examples of small, federal-style buildings, exuberant Italianate structures, and proud granite commercial blocks which present a continually changing array of texture and color. Lot sizes and building scales vary, and the street pattern is irregular, all of which results in delightful and surprising spaces and views. The changing palette of materials one observes by traversing Broad Street from end to end results from its long history and its important role in the development of the City of Boston as an international port.

It is the intention of the Government Center/Markets Plan to encourage the extension of the festival character of the Faneuil Hall Marketplace into the Broad Street area. The redevelopment of the U.S. Custom House as a hotel and its public improvement program for India Street and McKinley Square will generate activity and encourage foot traffic, particularly in the evenings. Pedestrians walking between the new hotel and Faneuil Hall will enliven the surrounding area and generate demand for new restaurants and retail shops.



Faneuil Hall Marketplace

Moreover, the MBTA is currently planning to locate an additional entrance/exit to the Aquarium Blue Line Station on State Street in the vicinity of the Custom House. Visitors to the Marketplace might choose the new Blue Line entrance which will be closer than Government Center Station, further increasing pedestrian use of the District.

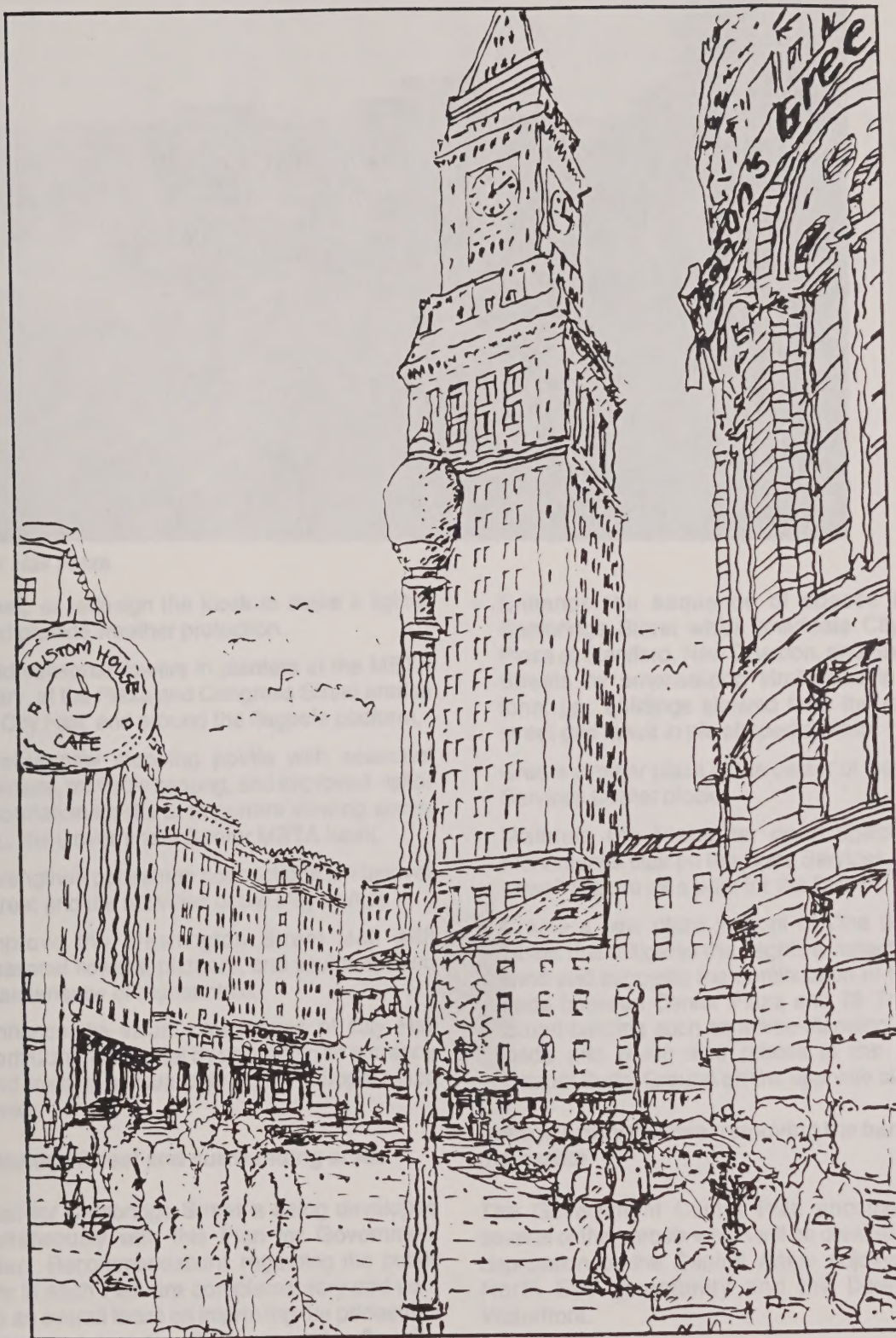
As part of the planning for the Central Artery Air-Rights, a major, new park will be developed on Parcel 17. An alternative for this parcel would be a small hotel anchoring the waterfront end of Broad Street. At its other end will be the new Custom House hotel and Faneuil Hall Marketplace. Few know that Broad Street is the shortest and most direct route from the Financial District and waterfront to Government Center. The Government Center/Market District Plan seeks to enhance the imageability of Broad Street so that more pedestrians will be able to envision its character and thus seek out and use it as a connector.

City Hall Plaza: Symbol of democratic government

The Urban Renewal Program of 1963 redeveloped the 19th-century network of winding and sloping city streets and oddly-shaped blocks into a civic center of monumental buildings set on plazas. The district was organized through a simple system of terraces at Congress Street, City Hall Plaza, Pemberton Square, and the State House.

The scale of City Hall Plaza today must be adjusted from a monumental space to a more human-scaled space by adding new elements. The Plaza also needs to be activated with new uses and opportunities for commerce, art, and better passage. This program would:

- Repair the fountain and add a steam feature to insure year-round interest.
- Open up the south-facing wall of the low-rise portion of the JFK Building and site a cafe with outdoor seating in summer and relocate the Government Printing Office to this area.
- Reinforce the Farmer's Market with movable tables, chairs, umbrellas, and planters with seasonal flowers and encourage food carts on the Plaza.
- Add weather protection to the news and flower vendor areas at Government Center MBTA



Pedestrians on India Street in the Broad Street District.



City Hall Plaza

- kiosk, or redesign the kiosk to make it lighter and provide weather protection.
- Add seasonal flowers in planters at the MBTA entry, at the Plaza and Congress Street entries to City Hall, and around the flagpole platform.
- Create new stopping points with seasonal planters, movable seating, and improved visitor information kiosks at important viewing spots, *i.e.*, the Government Center MBTA kiosk.
- Strengthen pedestrian connections to Hanover Street and the activities of the Haymarket.
- Improve the Washington Street Mall with seasonal flowers, planters, and sculpture, and maintenance of the fountain.
- Enhance the visual prominence of City Hall from Congress Street by upgrading its entrance and creating a visual connection to upper plaza levels.
- Enhance the sequence of spaces along Cambridge Street which anticipate City Hall Plaza at Staniford, New Chardon, and Sudbury Streets by emphasizing similarities in their form, *i.e.*, buildings skewed from the regular street grid result in pie-shaped spaces.
- Create a major plaza at the center of the State Services Center block.
- Maintain the triangular open space and monumental stair on the State Services Site at Lowell Square as a park for the District,
- Create a new plaza in front of One Beacon Street that mitigates the negative impact of the wind and suggests the continuation of the arcade between Center Plaza and 73 Tremont Street building such as a free-standing colonnade and which also relates to the King's Chapel Burial Ground on the opposite side.

Cambridge Street and surrounding areas

A Plan for Cambridge Street is being developed simultaneously with this Plan for Government Center. Recommendations regarding the public realm in each Plan are complementary and continue an overall focus on improving the pedestrian environment lost to urban renewal. Specific recommendations are:

Central Artery Parcels: removing the barrier to the harbor

The Government Center Plan encompasses several of the parcels which will be created by the depression of the Central Artery adjoining the North End community and the Downtown Waterfront.

The Central Artery Plan, currently under development, proposes to re-establish many of the streets which were severed by the construction of the Central Artery and to develop parkland and public facilities on most of those parcels which occur in the Government Center area.

For the North End, the elements of the Central Artery Plan are:

- to strengthen the neighborhood with new housing for family, elderly, and affordable housing.
- to construct a community hall for meetings, sharing news, and holding events.
- to build a recreation center for young people to develop their talents, skills through sports.
- to recreate Haymarket Square where Hanover Street meets the new Artery District to signal the entrance to the neighborhood and act as a center of commerce and recreation.
- to extend North and Hanover Streets through the new parcels to restore the historic pedestrian thoroughfares that once linked the North End to the rest of the city.



View of North End Park created on proposed Central Artery open space system. Hanover and North Streets are extended to restore the historic streets that link the North End with the rest of the city

For the Downtown Waterfront area, the elements of the Plan are:

- to extend Waterfront Park across the Artery District to the Quincy Market area to improve pedestrian access.
- to expand the Walk-to-the-Sea pathway across the Central Artery parcel leading to the harbor.
- to develop new interesting and enjoyable activities on the new parks, such as retail push-carts, visitor's center, an ice skating rink, historic exhibits, and gardens.
- to rebuild State, India, and broad Streets as pathways to the harbor uniting the two sides of the Artery.
- to develop a commemorative public square between Broad and High Streets as a new focal point for the area with the Rowes Wharf Rotunda as a backdrop.
- to ameliorate the aesthetic impact of the tunnel ramps located between Rowes Wharf and International Place with a terraced garden.



View of pedestrian connection between the Faneuil Hall Marketplace and Waterfront Park (Marriott Long Wharf Hotel at right)

Using Civic Space to Honor, Celebrate and Remember

As a civic center, Government Center is an appropriate district for a program of monuments to causes and individuals which the City chooses to honor, celebrate or remember. Monuments serve a civic function much like important public buildings such as City Hall and Faneuil Hall. Moreover, Government Center is massively-scaled, and new elements, such as monuments, can bring order and familiarity to it for pedestrians. Like the Mall in Washington, D.C., Government Center is a large central plaza surrounded by civic buildings. Monuments can humanize and bring meaning, context, and order to such great and sweeping spaces.

The following program for new monuments has been requested by various parties:

- Union Street Park to contain a Holocaust Memorial.
- City Hall Plaza to contain the POW/MIA Monument and the Memorial to Martin Luther King.
- Marketplace Center to contain a memorial to world hunger and specifically to Ireland's Great Hunger of the 1840s, the impetus for the first waves of Irish immigration to the United States.

District-Wide Pedestrian Improvements

In addition to the major open spaces and concepts discussed above, there are several ways in which the public realm of this District can be improved with relatively simple modifications.

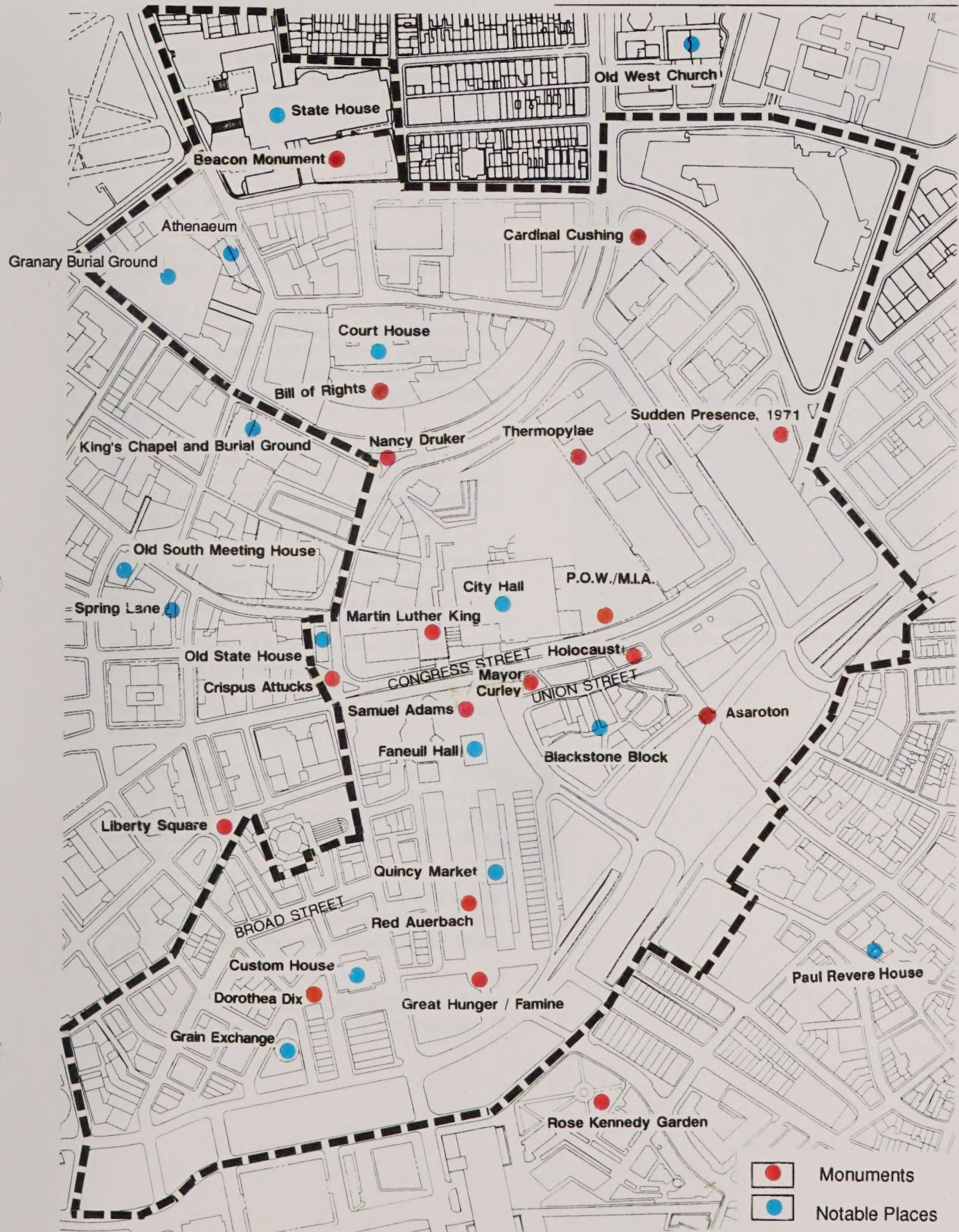
Through-block connections

- Enhance pedestrian connections throughout the District by encouraging building lobbies which extend through a block. All new development and renovations must include such passageways and existing ones must be preserved.

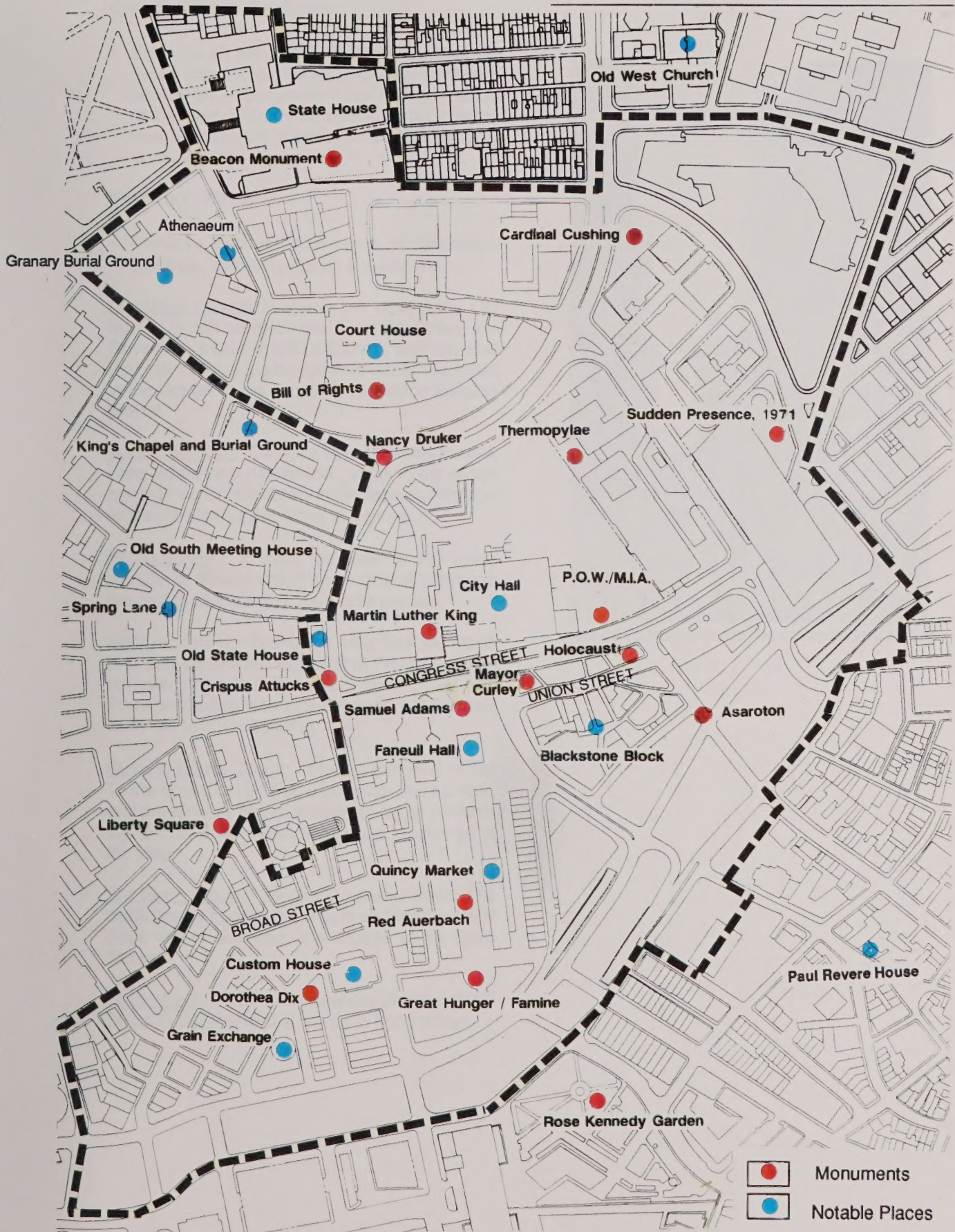
Freedom Trail

- Make the Freedom Trail more prominent as it passes through Government Center with signs and kiosks. Public art and memorials related to the Freedom Trail should be installed.

Monuments and Notable Places



Monuments and Notable Places



Connections to the Harbor

- Enhance all secondary Walks-to-the-Sea via Broad Street, State Street, and Hanover Street, particularly in conjunction with the depression of the Central Artery by identifying such paths with streetscape elements such as paving, signs, and streetlights.

Views and Vistas

- Preserve and enhance views of prominent buildings, natural features, and districts.

Old North Church: Preserve the view of the Old North Church steeple from Tremont Street, the Government Center MBTA Station, and City Hall Plaza by maintaining the required visual easement in the design of the Parcel 7 ventilation building project.

Walk-to-the-Sea: Design a visual element to mark Long Wharf as a destination. Improve the space beneath the Central Artery for pedestrian passage until such time as the Artery is depressed.

Broad Street: Protect the view to the Ferry Pavilion at Rows Wharf and enhance it through the design of the Artery Air-Rights parcels.

Hanover Street: Frame the view into the North End with the new development at Parcel 7 and on the new Artery air-rights, and toward City Hall Plaza particularly with a new treatment of the brick wall near the JFK Building.

Custom House Tower: Protect the view of the Tower from City Hall Plaza and from State Street, and preserve its free-standing quality by prohibiting encroachment from background buildings in the vista.

Old State House: Protect the views of the Old State House from both the east and west ends of State Street and from the arcade of 28 State Street.

Long Wharf: Protect the visual easement on State Street to the flagmast at the tip of Long Wharf.



View of Custom House Tower from State Street

III. HISTORIC PRESERVATION

The Government Center District contains monuments of great importance to the history of the city, the Commonwealth and the nation, as well as more modest structures which lend scale, interest, and dignity to the area. With areas developed during the 18th and 19th-centuries, as well as the Urban Renewal era, Government Center provides a common setting for history and tradition on the one hand and progress and change on the other.

Eighteenth-century icons of colonial dissent and American self-government include the Old State House (1712-13) and Faneuil Hall (1740-42; 1805). Since 1742, Faneuil Hall has continued to be used by citizens of Boston as a marketplace and meeting hall.

Important 19th-century buildings include the Sears Block and Sears Crescent (c. 1840s) which were central to Boston's literary world; Quincy Market (1824-26), Boston's first major redesign of an entire area, designed by Alexander Parris; the massive granite Suffolk County Courthouse (1884-91) by George A. Clough; the robust State Street Block (c. 1857) by Gridley J.F. Bryant; and the Ames Building (1889) by Shepley, Rutan and Coolidge successor firm to H.H. Richardson, considered Boston's first skyscraper.

Significant 20th-century buildings in the district range from the 14-story Batterymarch Building (1927-28), an unusual brick Art Deco building by Harold Field Kellogg, to the new City Hall (1962-68), a tour de force by Kallmann, McKinnell & Knowles representing Boston's renaissance, to the State Services Center (1971), a controversial and unfinished masterpiece conceived by Paul Rudolph, which includes buildings designed by Shepley, Richardson and Abbot and Desmond and Lord.

There are six Districts contained within Government Center or located nearby which are listed on the National Register of Historic Places: the Blackstone Block, the Park Street District, Quincy Market, the Custom House District, the Bulfinch Triangle, and the Fulton/Commercial Streets District.

In addition to these districts, twelve buildings and places of great historic or architectural value in the Government Center/Markets District have been designated as Boston Landmarks by the City of Boston Landmarks Commission.

- Ebenezer Hancock House, Marshall Street (ca. 1767) considered the most intact and important Georgian residential interior in the nation;
- Blackstone Block Street network, the largest intact pattern of original 17th-century public ways remaining in Boston;
- 50-54 Broad Street (c. 1862), Boston's only remaining example of rock-faced granite ashlar warehouse in the Mansard style, attributed to Nathaniel Bradlee.
- 25-27 India Street, Central Wharf Building (1816), Federal-style brick warehouse designed by Bulfinch to be compatible with the Broad Street buildings;
- the following Bulfinch-designed warehouses, the few remaining examples of commercial building in the Federal style in downtown Boston and part of the Broad Street Association's ambitious development project:
 - 5-7 Broad Street (1805-07)
 - 7-9 Broad Street (1805-07)
 - 64 Broad Street (1805-07)
 - 66 Broad Street (1805-07)
 - 68-70 Broad Street (1805-07)
 - 72-72A Broad Street (1805-07)
 - 102 Broad Street (1805-07)
- U.S. Custom House (1837-47) Ammi B. Young; addition (1911-15) Peabody & Stearns; considered the gateway to international commerce well into the 20th century. Original building is a prime example of the Greek Revival style; the Italian Renaissance style tower is acknowledged as Peabody & Stearn's best-known masterpiece.

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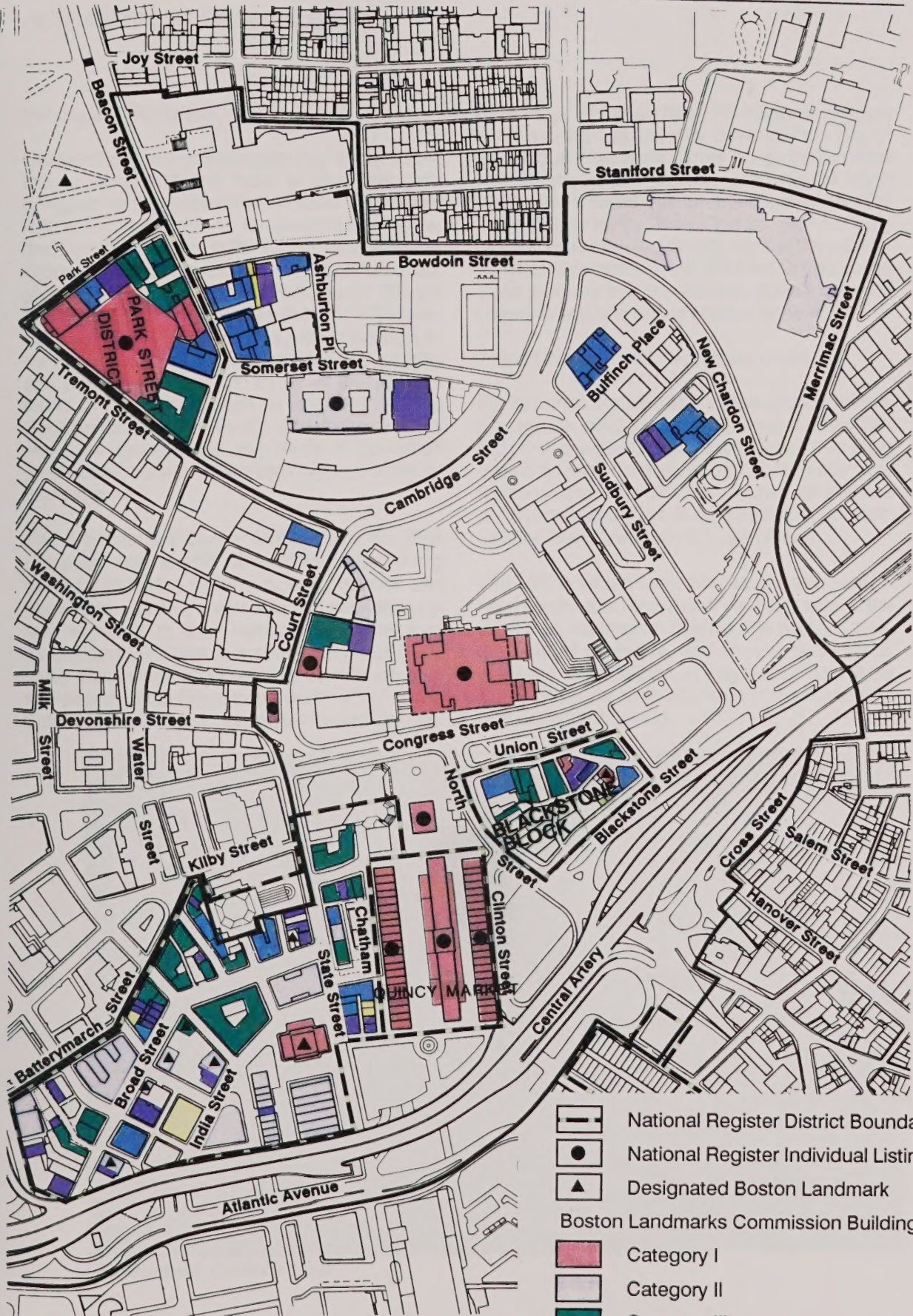
- Preserve the significant historic buildings which contribute to the district's architectural character and incorporate those buildings into revitalization efforts.
- Promote building preservation and re-use for investment to enhance Boston's economy by using Boston's building stock as a resource.
- Retain historic streets and alleys, encouraging their discovery and use by visitors, workers and residents.
- Protect existing vistas of significant buildings and sites in and around the district.
- Improve and revitalize the portion of the Freedom Trail which traverses the heart of the district, and which accommodates over four million visitors annually.
- Complete the unfinished State Services Center in general accordance with the Rudolph concept.
- Repair the seam created by the original construction of the Artery and reconnect the waterfront to the Government Center District.
- Protect individual historic resources and the character of adjacent historic districts by establishing compatible height and FAR regulations for development on the Artery Air-Rights parcels.
- Reconnect historic street patterns where construction of the Central Artery severed or altered them.



Ebenezer Hancock House

	Historic Register District Boundary
	Historic Register Individual Listing
	Designated Boston Landmark
Boston Landmarks Commission Building Ratings	
	Category I
	Category II
	Category III
	Category IV
	Category V
	Category VI

Historic Resources



IV. TRANSPORTATION ACCESS

Vehicular Circulation

Unlike other parts of downtown, the Government Center/Markets District today is extremely well-designed for the automobile. In order to compete with suburban locations for residents, workers, and investors, Boston in the 1950s had to become easily accessible by automobile, not an easy task given its still largely colonial street pattern. Except for isolated efforts by Charles Bulfinch in the previous century to overlay a grid pattern on parts of downtown, most of the core retained its winding and narrow streets. And many of the squares found in this District such as Bowdoin Square, Dock Square, Adams Square, and Scollay Square were not formally-laid out areas of generous proportions, but merely the convergence of two or more streets.

The Government Center Urban Renewal Plan proposed new streets of multiple lanes having good access to the regional highway network and the airport. Today, major arterials pass through and adjacent to the District, serving tens of thousands of vehicles daily connecting to all directions. Cambridge and Congress Streets are both fast-paced, multi-laned boulevards which bring traffic quickly from points north and west of the city.

Cambridge Street is a major connector to regional roadways such as Storrow Drive and the City of Cambridge. Congress Street brings traffic to the I-93 Southeast Expressway, or by way of North Washington Street out to Charlestown and the Tobin Bridge north. New Chardon and Sudbury Streets, wide one-way streets, cut the District perpendicularly. North Street links the District to the Surface Artery and the Sumner Tunnel going to Logan Airport and points north of Boston.

Transit Access and Pedestrian Links

Public transportation has a strong and identifiable presence in the Government Center/Markets District. Prime pedestrian paths and transit links bring people through the District and on to major destination points. The MBTA Blue Line, with stations at Government Center, State Street, and Bowdoin Square, links downtown to Logan Airport.

The MBTA Green Line, accessed from Government Center and Haymarket, connects west to the Back Bay, Huntington Avenue, the hospital area, the town of Brookline, and several universities, while the Orange Line at Haymarket and State Street connects north and west to the South End and Roxbury Crossing.



Government Center T Stop

Cambridge Street, which begins in Government Center, has the Charles Street Red Line Station which connects the District by transit to Cambridge and Somerville.

Congress Street bisects the District bringing pedestrians to Financial District work places from an MBTA express bus terminal at the base of the Government Center Garage and North Station commuter rail both of which serve northern corridors.

Perpendicular to Congress Street is State Street, which as it did in Boston's maritime heyday, brings people to the waterfront and to Long Wharf where today water transportation facilities exist.

Both Tremont and Washington Streets begin at City Hall Plaza bringing pedestrians to Boston Common and the retail core and to major transit stations at Park Street and Downtown Crossing.

Hanover Street, which at one time passed directly through what is now City Hall Plaza, connects to the Blackstone Block, the North End, and the waterfront.

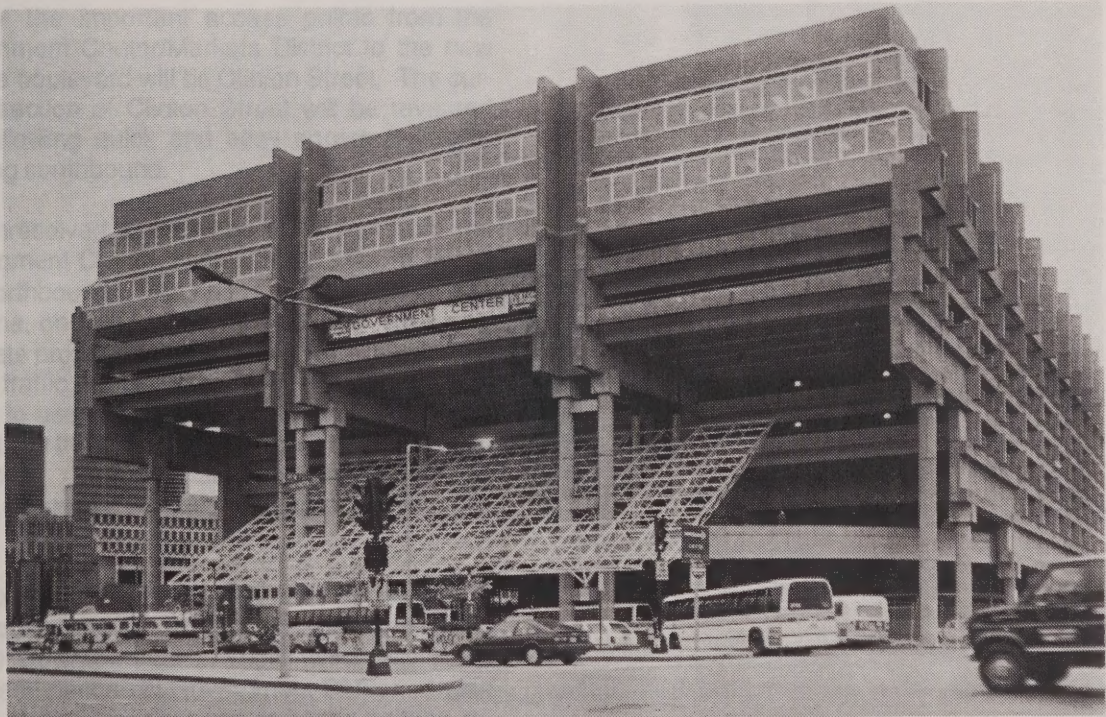
Parking

The District currently contains approximately 4,800 parking spaces housed in eleven parking garages, 2000 of which are in the Government Center Garage. While surface parking still exists at the interior of the State Service Building site, at Parcel 7, and beneath the Central Artery, it will be eliminated with planned roadway improvements and future development.

The Government Center/Markets District falls completely within the City's Restricted Parking District. In order to modify or construct new, commercial parking facilities, parking operators obtain a Parking Freeze Permit which can be issued only if an equivalent number of off-street or legal on-street parking spaces have been physically eliminated within the freeze area.

Proposed Projects and Planning Efforts

Planned projects which will effect traffic movement in Government Center include the depression of the Central Artery elevated structure and the related relocation of on/off ramps, and the widening



Government Center Garage

of Merrimac Street and Lomasney Way which will create better vehicular flow to and from Leverett Circle scheduled for completion in 1991. Merrimac Street will be redesigned for two-way traffic thus feeding outbound Congress Street traffic quickly from downtown to Leverett Circle. The MBTA is currently planning a second entrance/exit on State Street to the Aquarium Blue Line Station.

Of greatest significance to the District is the Central Artery depression and the resulting new surface boulevard to be constructed. The new roadways are designed as normal city streets rather than sections of interstate roadways. Except where ramp access is required, the roadways are three travel lanes in width. Curb parking is provided to buffer the impacts of traffic on pedestrians. Pedestrians are accommodated at nearly every intersection along the corridor. Intersections are located to facilitate pedestrian crossings along major pathways and are designed as standard, four-way, right-angle intersections wherever possible. At the same time that the new boulevards accommodate north-south travel, they must also allow for restoration of radial streets from the center of downtown to the North End and the Waterfront.

One of the important access points from the Government Center/Markets District to the new surface boulevard will be Clinton Street. The current direction of Clinton Street will be reversed thus allowing quick and easy egress for traffic heading southbound.

Still unresolved at this time is access from the Government Center/North Station area to Routh I-93 northbound. This has been envisioned as a two-lane, on-ramp at Traverse Street. However, the State proposal has eliminated this ramp. As a result, traffic seeking to go north on I-93 would be forced to use local streets creating serious traffic impacts on the North End and Charlestown neighborhoods. Further analysis of alternatives and traffic mitigation will be needed to resolve this issue.

The Boston Transportation Department is currently engaged in several planning studies and efforts for the Downtown as a whole which will effect traffic and parking in Government Center. These efforts include assessment of future parking requirements and the development of standards for off-street parking, analysis of vehicular traffic flow in downtown, a tour bus study which will address

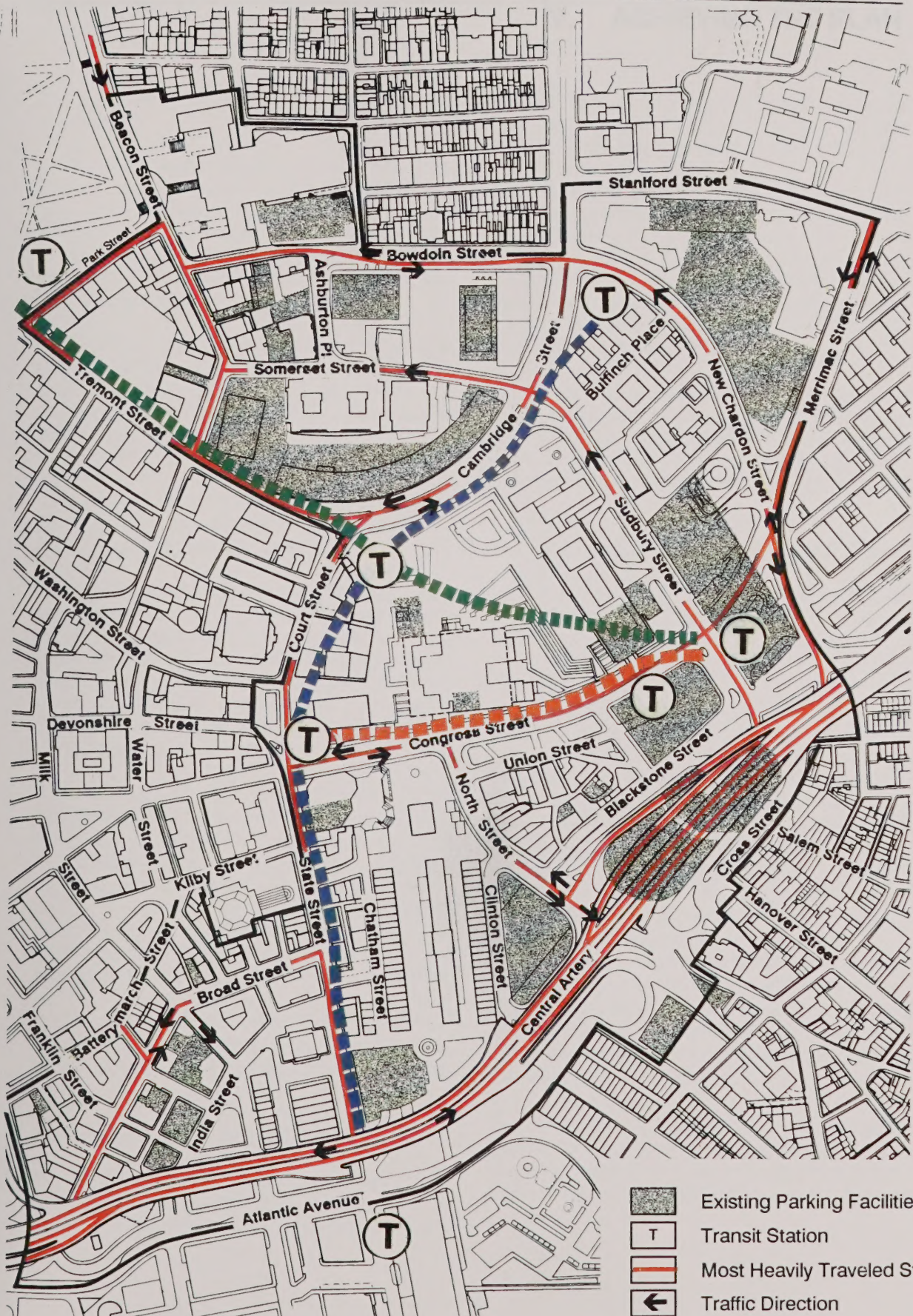
circulation, layover, and parking characteristics of the tour bus industry, and continual efforts to upgrade signage.

Transportation Goals

The transportation goals of the Government Center Plan are:

- to improve arterial access from the District to the regional highway system.
- to manage existing parking resources.
- to improve pedestrian circulation and safety particularly along those paths frequently taken between work sites and public transit facilities.
- to improve surface bus service within the District through signalization and routing.
- to construct a pedestrian bridge over Congress Street between City Hall Plaza and the 60 State Street Plaza for improved pedestrian access and safety.

Transportation



The Downtown Historic Planning Overlay District (Article 27C)

In 1997, the Zoning Commission approved Article 27C, an amendment to the Zoning Code, which established interim zoning controls over the downtown in order to provide the proper balance between competing land uses and economic and environmental factors which existing zoning at the time failed to assure.

Most of the District was created in a Medium Growth Subdistrict in which new development could achieve a height of 125 feet and FAR of 4 and height and FAR less and FAR up to 4. Certain setbacks were then. The portion of the District which contains the Blackstone Block, Fenwick City Center, Market, Old State House, and the Custom House was placed in a Priority Preservation Subdistrict in which new development could achieve a height of 65 feet and FAR of 4.

Article 27D also established 14 Special Study Areas, one of which is Government Center/Market, for which planning and zoning would proceed on a community-based, district-by-district basis in conjunction with the Boston Civic Design Commission. This Plan fulfills the requirements of Article 27D for a district plan for Government Center.

Plans and permanent zoning for several of the downtown areas have already been completed: North and South Station economic development areas, Huntington/Pudential District, Midtown Cultural District, and Chinatown permanent zoning. The Leather District and Bulfinch Triangle Place have been approved by the City Council and zoning amendments will be considered by the Zoning Commission in the near future. The zoning for the Government Center District is being developed in concert with the Plan for the Central Area, which was also presented for a public hearing before the City Council in December 1999.

Government Center District Zoning

Permanent zoning for Government Center permitting moderately scaled, mid development on vacant or underutilized sites, rooftop additions and

rehabilitation. The zoning also allows for a single Planned Development Area on the New Chardon Street Block for more high-speed development.

The zoning plan establishes size and dimensional requirements, provisions for the modification of the District's open spaces and plazas, and a comprehensive set of urban design guidelines which will ensure a dramatic contribution and integration in response to the existing buildings in the District in scale, design, choice of building materials, and mass.

General design guidelines for the District as a whole are set out, as well as specific regulations on roofing systems, directional canopies and flags, and billboards. Large-scale development is only permitted in the single Planned Development Area.

The establishment of permanent zoning regulations will provide clarity for residents, property owners and developers both to develop or expand in the District maintaining the number of vacancies single.

Height and Density

• Medium Growth Areas

In the majority of the District, the permanent zoning for Government Center allows for building height of 125 feet FAR 4 and height. Certain areas on Congress and Broad Streets will be allowed a building height of 150 feet FAR 10 & a proposed project is subject to, or effort to comply with the provisions of Article 31, Development Review Requirements, and the Boston Redevelopment Authority confirms compliance with Article 31.

• Restricted Growth Areas

The Restricted Growth dimensions of 65 feet FAR 4 are outlined in Part 7, the title of the state's proposed vertical building and an area between New Chardon Street and the JFK Building. With Article 31 compliance, height and FAR may be increased up to 100 feet FAR 7.

• Protection Areas

In areas where the existing scale of buildings is lower or which contain structures of great historic character, such as the Faneuil Hall Marketplace and sections of the Broad Street area the Protec-

Zoning

The Downtown Interim Planning Overlay District (Article 27D)

In 1987, the Zoning Commission approved Article 27D, an amendment to the Zoning Code, which established interim zoning controls for the downtown in order to provide the proper balance between competing land uses and economic and environmental factors which existing zoning at the time failed to insure.

Most of this District was placed in a Medium Growth Subdistrict in which new development could achieve a height of 125 feet and FAR of 8 as-of-right and 155 feet and FAR of 10 if certain criteria were met. The portion of the District which contains the Blackstone Block, Faneuil Hall/Quincy Market, Old State House, and the Custom House was placed in a Priority Preservation Subdistrict in which new development could achieve a height of 65 feet and FAR of 4.

Article 27D also established 11 Special Study Areas, one of which is Government Center/Markets, for which planning and rezoning would proceed on a community based, district-by-district basis in conjunction with the Boston Civic Design Commission. This Plan fulfills the requirement of Article 27D for a district plan for Government Center.

Plans and permanent zoning for several of the downtown areas have already been completed: North and South Station economic development areas, Huntington/Prudential District, Midtown Cultural District, and Chinatown permanent zoning. The Leather District and Bulfinch Triangle Plans have been approved by the BRA Board and zoning amendments will be considered by the Zoning Commission in the near future. The zoning for the Government Center District is being developed to coincide with the Plan for the Central Artery, which was also presented for a public hearing before the BRA Board in December 1990.

Government Center District Zoning

Permanent Zoning for Government Center permits moderately-scaled, infill development on vacant or underutilized sites, rooftop additions and

rehabilitation. The zoning also allows for a single Planned Development Area on the New Chardon Street block for more large-scaled development.

The Zoning plan establishes use and dimensional regulations, provisions for the modification of the District's open spaces and plazas, and a comprehensive set of urban design guidelines which will ensure that all new construction and rehabilitation is responsive to the existing buildings in the District in scale, design, choice of building materials, and areas.

General design guidelines for the district as a whole are set out, as well as specific regulations on rooftop additions, streetwall continuity and height, and setbacks. Large-scale development is only permitted in the single Planned Development Area.

The establishment of permanent zoning regulations will provide clarity for residents, property owners and developers likely to develop or expand in the District minimizing the number of variances sought.

Height and Density

• Medium Growth Areas

In the majority of the District, the permanent zoning for Government Center allows for building height of 125 feet/FAR 8 as-of-right. Certain areas on Congress and Broad Streets will be allowed a building height of 155 feet/FAR 10 if a proposed project is subject to, or elects to comply with the provisions of Article 31, Development Review Requirements, and the Boston Redevelopment Authority certifies compliance with Article 31.

• Restricted Growth Areas

The Restricted Growth dimensions of 80 feet/FAR 6 are instituted on Parcel 7, the site of the state's proposed ventilation building and an area between New Chardon Street and the JFK Building. With Article 31 compliance, height and FAR may be increased up to 100 feet/FAR 7.

• Protection Areas

In areas where the existing scale of buildings is lower or which contain structures of great historic character, such as the Faneuil Hall Marketplace and sections of the Broad Street area the Protec-

tion Area height of 65 feet and FAR 4 are maintained.

- **Planned Development Areas**

In the portion of the District known as the State Services Center Block on which a Planned Development Area designation is permitted, a height limit of up to 400 feet and an FAR of 8 is permitted subject to the granting of exceptions under the provisions of Article 6A of the Code.

Open Space

Several types of public open spaces are provided for throughout the District. City Hall Plaza, Dock Square, Merrimac Street Plaza and Center Plaza are zoned as urban plazas. The Central Artery parcels ranging from Commercial Street to East India Street as well as State House Park and Cardinal Cushing Park are zoned as parkland and recreational open space. Extensive design and landscaping guidelines will ensure that the open space character of the Artery corridor and its connection to the Waterfront is preserved.

Central Artery Area

Thirteen parcels of land will be created in the Government Center/Markets District with the depression of the Central Artery abutting the North End and the waterfront. The following is a list of the parcels, proposed uses, and dimensional controls:

North End Subdistrict

Parcel 6	recreation/community facility	55 feet/FAR 3
Parcel 7	parking garage/ventilation equipment/retail	80-100 feet/FAR 6-7
Parcel 8	open space	NA
Parcel 9	residential/retail	55 feet/FAR 3
Parcel 10	open space	NA
Parcel 11a	residential/retail parking	55 feet/FAR 3
Parcel 11	residential/retail	55 feet/FAR 3
Parcel 12/13	tour bus/community facility/retail	55 feet/FAR 3

Waterfront Subdistrict

Parcel 14	open space	NA
Parcel 15	open space	NA
Parcel 16	open space	NA
Parcel 17	open space	NA

Uses

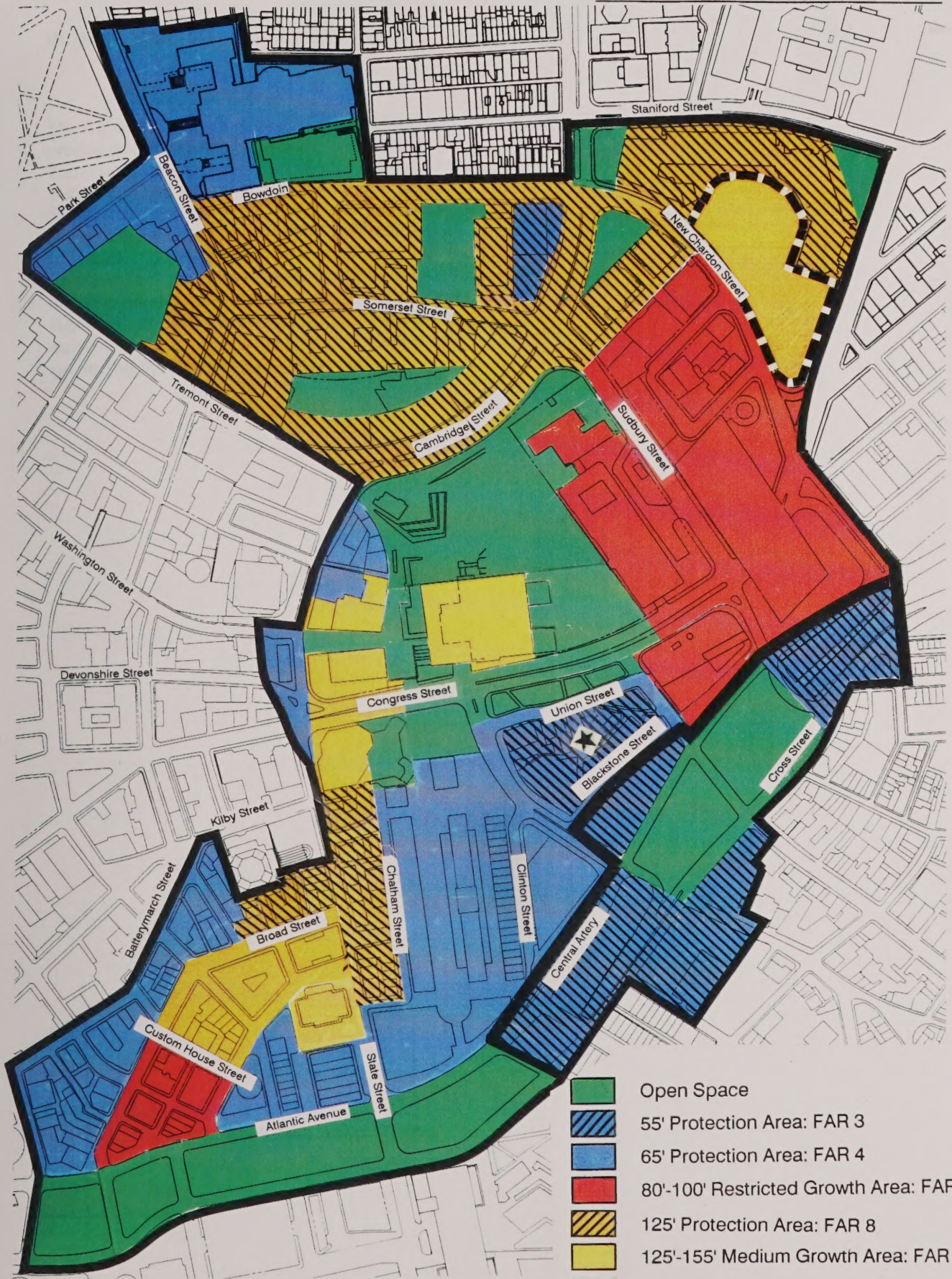
To promote active pedestrian use of the District, the proposed zoning will encourage active retail and service uses on the ground floor of any new development on the major pedestrian streets. On upper floors the zoning will permit the full spectrum of uses historically found in the District: office, retail, residential, and services, and institutional.

Daycare

In order to help address the impacts upon existing daycare facilities caused by new development in the downtown, the Government Center/Markets zoning will require that all large scale development projects create daycare facilities according to the following formula:

Developers of commercial projects over 100,000 square feet must provide daycare, either on-site or in the vicinity of the proposed project. Proposed Projects with gross floor area between 100,000 and 200,000 square feet must provide at least 2% of the gross floor area to daycare. Projects of 200,000 to 500,000 gross square feet will be required to create 4,000 GSF of daycare. Projects of 500,000 to 1,000,000 GSF will be required to create 8,000 GSF of daycare. Projects greater than 1,000,000 GSF will be required to create at least 12,000 GSF of daycare facilities.

Zoning



- Open Space
- 55' Protection Area: FAR 3
- 65' Protection Area: FAR 4
- 80'-100' Restricted Growth Area: FAR 6-7
- 125' Protection Area: FAR 8
- 125'-155' Medium Growth Area: FAR 8-10
- Planned Development Area:
See Section 47-8 for Dimensional Regulation

★ Except on certain parcels where height limit will be of the largest building to have existed on the site. (see proposed Article 47)

Implementation

Appendix A

The Government Center/Markets District Plan and proposed zoning regulations will be reviewed by community groups and then will be subject of a public hearing before the Board of the Boston Redevelopment Authority. If the Plan is adopted, the zoning implementing the Plan will be submitted to the Zoning Commission for a public hearing. If approved by the Commission, the Zoning Code will be amended to incorporate Article 47, and the Government Center/Markets District Plan will become the portion of the general plan for the city governing the Government Center District.

Acknowledgements

Leslie Larson, A History and Analysis of Central Boston

TO THE ZONING COMMISSION OF THE CITY OF BOSTON:

The Boston Redevelopment Authority petitions to amend the text of the Boston Zoning Code, as established under Chapter 88B of the Acts of 1955 as amended, as follows:

By inserting, after Article 46, the following article:

ARTICLE 47
GOVERNMENT CENTER/MARKETS DISTRICT

SECTION 47-1. Statement of Purpose, Goals and Objectives. The purpose of this Article is to establish the zoning regulations for the comprehensive plan for the Government Center/Markets District as required by the provisions of the Downtown Interim Planning Overlay District, Article 27C of this Code. The goals and objectives of this Article and the Government Center/Markets Plan are:

- (1) to preserve Boston's historic resources and public spaces which are a vital component of Boston's heritage;
- (2) to create new links between the built environment and the waterfront;
- (3) to provide for appropriately-scaled development in the remaining sites where development would be appropriate;
- (4) to provide for infrastructure and public improvements where necessary;
- (5) to provide open space and public recreational facilities along the Central Artery corridor; and
- (6) to encourage pedestrian activity in the downtown.

SECTION 47-2. Recognition of the Government Center/Markets Plan. In accordance with Section 27C-13 of this Code, which requires production of comprehensive planning policies, development controls, and design guidelines for Special Study Areas in the Downtown Interim Planning Overlay District, including

TO THE ZONING COMMISSION OF THE CITY OF BOSTON:

The Boston Redevelopment Authority petitions to amend the text of the Boston Zoning Code, as established under Chapter 665 of the Acts of 1956 as amended, as follows.

By inserting, after Article 46, the following article:

**ARTICLE 47
GOVERNMENT CENTER/MARKETS DISTRICT**

SECTION 47-1. Statement of Purpose, Goals and Objectives. The purpose of this Article is to establish the zoning regulations for the comprehensive plan for the Government Center/Markets District as required by the provisions of the Downtown Interim Planning Overlay District, Article 27D of this Code. The goals and objectives of this Article and the Government Center/Markets Plan are:

- (1) to preserve Boston's historic resources and public spaces which are a vital component of Boston's heritage;
- (2) to create new links between the built environment and the waterfront;
- (3) to provide for appropriately-scaled development in the remaining sites where development would be appropriate;
- (4) to provide for infrastructure and capital improvements where necessary;
- (5) to provide open space and public recreational facilities along the Central Artery corridor; and
- (6) to encourage pedestrian activity in the downtown.

SECTION 47-2. Recognition of the Government Center/Markets Plan. In accordance with Section 27D-18 of this Code, which requires production of comprehensive planning policies, development controls, and design guidelines for Special Study Areas in the Downtown Interim Planning Overlay District, including

the Government Center District, (Special Study Area No. 4), the Zoning Commission hereby recognizes the Government Center/Markets Plan as the general plan for the Government Center/Markets District and as the portion of the general plan for the City of Boston applicable to the Government Center/Markets District. This Article is one of the means of implementing the Government Center/Markets Plan, the preparation of which is pursuant to Section 70 of Chapter 41 of the General Laws, Section 652 of the Acts of 1960, and Section 3 of Chapter 4 of the Ordinances of 1952.

SECTION 47-3. Physical Boundaries. The provisions of this Article are applicable only in the Government Center/Markets District. The boundaries of the Government Center/Markets District are as shown on a map entitled, "Map 1K -- Government Center/Markets District (supplemental to 'Map 1 Boston Proper')" of the series of maps entitled "Zoning Districts - City of Boston," as amended, and is depicted in Appendix A to this Article.

SECTION 47-4. Applicability. This Article together with the rest of this Code constitutes the zoning regulation for the Government Center/Markets District and applies as specified in Section 4-1 regarding the conformity of buildings and land to this Code. Application of the provisions of Article 27D to the Government Center/Markets District is rescinded on the effective date of this Article, except as provided below. Where conflicts exist between this Article and the remainder of this Code, the provisions of this Article shall govern. For the Government Center/Markets District, except where specifically indicated in this Article, the provisions of this Article supersede Article 13 (except Section 13-3), and Articles 8 and 14 through 23, inclusive, of this Code for the Government

Center/Markets District. The following Proposed Projects are exempt from the provisions of this Article, and are governed by the rest of this Code, including Article 27D.

1. Any Proposed Project for which application to the Inspectional Services Department for a building or use permit has been made prior to the first notice of hearing before the Zoning Commission for adoption of this Article and for which no Zoning Relief is required.
2. Any Proposed Project for which appeal to the Board of Appeal for any Zoning Relief has been made prior to the first notice of hearing before the Zoning Commission for adoption of this Article, provided that such Zoning Relief has been or thereafter is granted by the Board of Appeal pursuant to such appeal.
3. Any Proposed Project or site for which application for approval of a development impact project plan, planned development area development plan, or planned development area master plan has been submitted to the Boston Redevelopment Authority prior to the first notice of hearing before the Zoning Commission for adoption of this Article, provided that such development impact project plan, planned development area development plan, or planned development area master plan has been or is hereafter approved by the Boston Redevelopment Authority pursuant to such application, whether or not such application or such development impact project plan, planned development area development plan, or planned development area master plan is thereafter modified or amended.

SECTION 47-5. As-of-Right Building Heights and Floor Area Ratios. Except as otherwise may be allowed within a Planned Development Area ("PDA") established in accordance with Section 3-1A of this Code and except as otherwise provided in Section 47-8 and 47-9, any Proposed Project within the Government Center/Markets District is allowed an as-of-right building height and Floor Area Ratio (FAR) as follows:

- a. Within those portions of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "Broad Street Protection Area," and the "Markets Protection Area," and the "State House Protection Area" and the "Sears Crescent Protection Area," any Proposed Project is allowed a maximum as-of-right building height of sixty-five feet and a maximum as-of-right FAR of four.
- b. Within those portions of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "North End Central Artery Area," including Central Artery Parcels 6, 9, 11 and 11a, 12 and 13, and the "Saltonstall Area", any Proposed Project is allowed a maximum as-of-right building height of fifty-five feet and a maximum as-of-right FAR of 3.
- c. Within that portion of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "Blackstone Block Protection Area", any Proposed Project is allowed a maximum as-of-right building height of fifty-five feet and a maximum as-of-right FAR of 3, except on the following sites, for which the maximum as-of-right building height is as follows:

<u>Site</u>	<u>Maximum As-of-Right Building Height</u>
72-86 Blackstone Street	45'
88-98 Blackstone Street	66'
100-102 Blackstone Street	56'
106 Blackstone Street	56'
114-120 Blackstone Street	56'
Hancock Row, Creek Square	45'
145-149 Hanover Street	54'
10 Marshall Street	32'
11-12 Marshall Street	66'
14-22 Marshall Street	32'
1-13 Union Street	45'
15 Union Street	45'
17-21 Union Street	45'
31-35 Union Street	62'
37 Union Street	38'
41-43 Union Street	38'
45-55 Union Street	54'
108-112 Blackstone Street	44'
16-18 North Street	70'
20-22 North Street	72'
24 North Street	72'
26 North Street	42'
60 North Street	72'

- d. Within those portions of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "Government Center Area," including Central Artery Parcel 7, and the "India Street Restricted Growth Area", any Proposed Project is allowed a maximum as-of-right building height of eighty (80) feet and a maximum as-of-right FAR of 6; provided that any Proposed Project is allowed a maximum as-of-right building height of one hundred (100) feet and a maximum as-of-right FAR of 7, if such Proposed Project is subject to or shall elect to comply with the provisions of Article 31, Development Review Requirements, and the Boston Redevelopment Authority has certified that the Proposed Project complies with Article 31.

e. Within those portions of the Government Center/Markets District depicted on Map 1K of the Code and Appendix A hereto as the "Custom House Area," the "Congress/State Street Area," and the "City Hall Area", any Proposed Project is allowed a maximum as-of-right building height of one hundred and twenty-five (125) feet and a maximum as-of-right FAR of 8; provided that any Proposed Project shall be in Substantial Accord with an as-of-right building height of one hundred and fifty-five feet and an as-of-right FAR of 10, if such Proposed Project is subject to or shall elect to comply with the provisions of Article 31, Development Review Requirements, and the Boston Redevelopment Authority has certified that the Proposed Project complies with Article 31 and is in Substantial Accord with the maximum as-of-right building height. For purposes of calculating FAR for Proposed Projects for the Custom House Area only, the term "lot" is as defined in Appendix C hereto.

f. Within those portions of the Government Center/Markets District depicted on Map 1K of the Code and Appendix A hereto as the "Pemberton Square Protection Area," and the "State Street Protection Area," any Proposed Project shall have a maximum as-of-right building height of one hundred and twenty-five (125) feet and a maximum as-of-right FAR of 8.

SECTION 47-6. Central Artery Area. This section establishes the Central Artery Area, shown on Map 1K of this Code and attached as Appendix A hereto. The

Central Artery Area is subject to all provisions of this Article, except as noted below, and to the Central Artery Plan, which addresses the following issues related to the redevelopment of the Central Artery parcels: (a) developing open space which will enhance the quality of life in the City; (b) establishing a plan for the creation of public recreational facilities; (c) encouraging new development which is consistent with the historic and architectural context of the adjacent neighborhoods; and (d) promoting an appropriate mix of land uses to accomplish these objectives.

SECTION 47-7. Establishment of Area within Which a Planned Development Area

May Be Permitted. This section establishes one area within which a Planned Development Area ("PDA") may be permitted within the Government Center/Markets District. The purposes for establishment of this area as one within which a PDA may be permitted are: to establish a more flexible zoning law and encourage large-scale redevelopment of the block bounded by New Chardon Street, Cambridge Street, Staniford Street and Merrimac Street, while insuring high-quality design by providing planning and design controls; and to encourage development which knits together the surrounding neighborhoods through a new urban design for the area.

1. **Consistency with Section 3-1A.** The area in the Government Center/Markets District within which a PDA may be permitted is shown on Map 1K of this Code and Appendix A hereto, and is otherwise referred to herein as the "PDA Area." No PDA is permitted within the Government Center District except within the PDA Area. Any application for Development Plan approval for a Proposed Project within the PDA Area is subject to the provisions of this section, in addition to the provisions of Subsection 3-1A.a.

- part of the original Proposed Project in said Development Plan, shall
2. **Applicability of Future Amendments.** The issuance of any permit for the development or construction of any portion of a Proposed Project described in the approved Development Plan, as amended from time to time, shall be deemed to be the issuance of a permit for the entire Proposed Project for the purpose of applying Section 5 of Chapter 665 of the Acts of 1956 as amended from time to time. Without limiting the foregoing sentence, the proviso of said Section 5 that construction work under the permit proceed continuously to completion shall be deemed satisfied so long as construction on the Proposed Project proceeds generally in accordance with a development schedule set forth in the approved Development Plan.
 3. **Amendment of Development Plan.** In a PDA, no Proposed Project shall proceed unless the Boston Redevelopment Authority has certified to the Commissioner of Inspectional Services that the Proposed Project is consistent with the approved Development Plan, as amended from time to time, for such PDA or the portion thereof to which said work relates. The procedure for amendment of the Development Plan is the same procedure as the procedure for initial approval of a Development Plan, as set forth in Subsection 3-1A.a and Subsection 1 of this Section 47-7. A Proposed Project for the reconstruction of a structure in existence in a PDA as of the date of Development Plan approval and described in said Development Plan, or of a structure constructed pursuant to said Development Plan, shall be determined by the Boston Redevelopment Authority to be consistent with said Development Plan, provided that said reconstruction is substantially similar to the original structure. Said reconstruction, unless described as

part of the original Proposed Project in said Development Plan, shall constitute a separate Proposed Project for all purposes hereunder.

4. **Zoning Commission Approval Only; No Board of Appeal Action Required.**

Upon approval of the Development Plan by the Boston Redevelopment Authority, the Boston Redevelopment Authority shall transmit the Development Plan to the Zoning Commission for its consideration. After transmittal of the Development Plan by the Boston Redevelopment Authority to the Zoning Commission, the Zoning Commission may approve the Development Plan and establish a PDA if such PDA consists solely of land with respect to which an agreement has been or is subsequently entered into with the Boston Redevelopment Authority establishing use and dimensional controls as specified in the Development Plan. A Proposed Project in a PDA shall be subject to all of the provisions of this Article and Code applicable to the subdistrict within which the Proposed Project is located, except as otherwise expressly provided herein, and to the provisions of the approved Development Plan. Nothing in this Article shall be construed to limit the power of the Board of Appeal to grant Zoning Relief for Proposed Projects in PDAs, except that exceptions from the building height and FAR provisions set forth in Section 47-8 are not permitted.

SECTION 47-8. Planned Development Area; Use and Dimensional Regulations.

The land use and dimensional regulations for a PDA are established by this section.

1. **Use Regulations.** Proposed Projects within a PDA are subject to the use regulations set forth in Section 47-9.

2. **Dimensional Regulations.** Proposed Projects within a PDA shall be permitted a maximum FAR of 8 and a maximum building height of four hundred (400) feet. For the purposes of this paragraph 2 of this Section, FAR shall be computed as though the land within a PDA were in single ownership, notwithstanding actual ownership patterns or changes in ownership occurring after the approval of a Development Plan for the PDA, and off-street parking located below the average elevation of each adjacent street as permitted in a Development Plan shall not be included in said FAR computation.
3. **Maximum Floor Plates.** Notwithstanding any provision in this section to the contrary, above a height of ninety (90) feet, no single floor of separate elements of a Proposed Project within a PDA shall exceed a maximum floor area of twenty-two thousand five hundred (22,500) square feet.
4. **Setback Requirement.** Notwithstanding any provision in this section to the contrary, above a height of ninety (90) feet, and Proposed Project within a PDA shall be set by not less than one hundred and thirty-five (135) feet from the Street Wall facing Merrimac Street.

SECTION 47-9. Government Center/Markets District Use Regulations. In the Government Center/Markets District the use of land and structures is hereby regulated as provided in this Section. The provisions of Article 8, except Section 8-6, apply only as specified in this Section. No land or structure shall be

erected, used, or arranged or designed to be used, in whole or in part, except in conformity with the provisions of this Section 47-9.

1. **Ground Level Uses in the Government Center/Markets District.** Within any Proposed Project in the Government Center/Markets District, uses with street frontage located on the ground level or entered by a ramp or stairs from a sidewalk entry, except for lobby entrances, are limited to Ground Level Uses, as listed in Appendix B of this article. All other uses with street frontage which are allowed by this Section are conditional uses when located on the ground level or entered by a ramp or stairs from a sidewalk entry.
2. **Inclusion of Day Care Facilities.** The provisions of this Section 47-9.2 apply only to Proposed Projects which exceed one hundred twenty-five (125) feet, or an FAR of eight (8), or both. Any Proposed Project having a gross floor area (not including the floor area devoted to Residential Uses, Community Uses or Cultural Uses as these uses are described in Subsections 3 and 4 of this Section), which equals or exceeds one hundred thousand (100,000) square feet shall devote to day care facilities an amount of floor area equal to at least the amount listed below in Table A of this Section. For the purposes of this Section 47-9.2 and Table A only, floor area devoted exclusively to hotel, restaurant and entertainment uses and uses accessory thereto shall be multiplied by 0.2 before being used in the calculation of required day care facilities. An Applicant for a Proposed Project subject to the provisions of this Section 47-9.2 may fulfill its obligations under this paragraph by (a) creating such facilities on-site; or (b) creating such facilities, or causing such facilities to be created, in the

vicinity of the Proposed Project, within the District. Any Proposed Project subject to the provisions of this section shall devote to on-site day care facilities an amount of floor area equal to at least four thousand (4,000) square feet or the minimum required square footage, whichever is less. The provision of day care facilities in accordance with this Section 47-9.2 shall be in conformity with written regulations to be adopted by the Boston Redevelopment Authority after public notice and hearing. For the purposes of this paragraph, the term "day care facilities" includes the finish, furnishings, and equipment required for use of the floor area for such facilities, to enroll people for care, instruction, or recreation during regular business hours.

**TABLE A
PROVISION OF DAY CARE FACILITIES**

<u>Size of Proposed Project (Gross Square Feet)</u>	<u>Minimum Day Care Facilities (Gross Square Feet)</u>
100,000 up to 200,000	2% of gross floor area
200,000 up to 500,000	4,000
500,000 up to 1,000,000	8,000
more than 1,000,000	12,000

3. **Allowed Uses.** No land or structure in the Government Center/Markets District shall be erected, used, or arranged or designed to be used, in whole or in part, for any use except under the provisions of Section 47-9.4 and Article 6, Conditional Uses, unless such use is specified in this Section 47-9.3. Any use so specified shall be allowed as of right, subject only to the regulations set forth in this Section 47-9.

- (a) Residential Uses. Limited to multifamily dwelling, artists' live/work space, apartment house, lodging or boarding house, and any dwelling converted for more families, where structures after conversion will

conform to this Code. Residential uses include any affordable dwelling units, including but not limited to affordable dwelling units which are rental units, condominiums, or limited equity share cooperatives.

- (b) Restaurant and Entertainment Uses. Limited to the service or sale of food or drink for on-premises consumption; concert hall; theater, commercial or nonprofit (including motion picture or video theater, but not drive-in theater); art galleries, nonprofit or for profit; museum exhibitions, nonprofit or for profit; provided that, uses described in Use Item 38A of the Code are forbidden.
- (c) Office Uses. Limited to business or professional offices; clinics; real estate, insurance, or other agency or government office; office building; post office; bank (other than drive-in bank) or similar establishment; artist studio or work space.
- (d) Hotel Uses.
- (e) Group Care Residence, limited.
- (f) Educational Uses. Day care center, family care center, nursery school, kindergarten, elementary or secondary school, or community health center or clinic.
- (g) Recreational and Community Uses. Limited to private grounds for games and sports or other social, recreational, or sports center

conducted for profit; private club (including health club and quarters of fraternal or sororal organizations) operated for members only; public park or playground; adult education center or community center building; settlement house; the maintenance and operation of any amusement game machine in a private club, dormitory, fraternity, or sorority house, or similar noncommercial establishment, or in any commercial establishment.

- (h) Public Service Uses. Limited to public service pumping station, sub-station, or automatic telephone exchange, subject to St. 1956, c. 665, s. 2.
- (i) Wholesale Uses. Limited to office or display or sales space of a wholesale, jobbing, or distributing house; and provided that not more than twenty-five percent (25%) of gross floor area devoted to this use is used for assembling, packaging, and storing merchandise.
- (j) Service Uses. Limited to video or film production studio; barber shop; beauty shop; shoe repair shop; self-service laundry; pick-up and delivery station of laundry or dry-cleaner; tailor shop; hand laundry; dry-cleaning shop; framer's studio; caterer's establishment; photographer's studio; printing plant; taxidermist's shop; upholsterer's shop; carpenter's shop; electrician's shop; plumber's shop; radio and television repair shop; funeral home; undertaker's establishment; mortuary; research laboratory; radio or television studio; or similar use provided that in

laundries and cleaning establishments only nonflammable solvents are used for cleaning; animal hospital or clinic.

- (k) General Retail Uses. Department store, furniture store, general merchandise mart or other store serving the general retail business needs of a major part of the city, including accessory storage; provided that, uses described in Use Item 34A are forbidden.
- (l) Local Retail Uses. Store primarily serving the local retail business or service needs of the neighborhood including, but not limited to store retailing one of the following: food, baked goods, groceries, packaged alcoholic beverages, drugs, tobacco products, clothing, dry goods, books, flowers, paint and other artists' supplies, hardware and other minor household appliances, furniture, and photographic equipment.
- (m) Vehicle Rental Uses. Rental motor vehicle, van or shuttle service and trailer agency accessory to a hotel or motel, provided that no rental vehicles or trailers are parked on the street.
- (n) Uses specified in Appendix B hereto.
- (o) Institutional Uses. Limited to place of worship, monastery, convent, or parish house; nonprofit library or museum, not accessory to another institutional use; hospital, sanatorium, elder care facility, orphanage, or similar institution not for correctional purposes, whether or not providing custodial care for drug addicts, alcoholics, or mentally ill or

mentally deficient persons; clinic or professional offices accessory to a hospital or sanatorium whether or not on the same lot, providing custodial care for drug addicts, alcoholics, or mentally ill or mentally deficient persons.

- (p) Accessory Uses subject to the limitations and restrictions of Article 10, limited to: a garage or parking space for occupants, employees, students, and visitors, provided that such use is accessory to a residential use, a hotel or motel, a group care residence, or a dormitory, fraternity, or sorority house; a swimming pool, health club, tennis court; sale over the counter of on-premises prepared food or drink for off-premises consumption, provided that such use is accessory to a hotel or restaurant use; the storage of flammable liquids and gases incidental to a lawful use; the manufacture, assembly, or packaging of products sold on the lot; the maintenance and operation of not more than four amusement game machines accessory to eating and drinking establishments; any use ancillary to, and ordinarily incident to, a lawful main use, provided that any such use shall be subject to the same restrictions, conditions, limitations, provisos, and safeguards as the use to which it is accessory.

4. **Conditional Uses.** No land or structure in the Government Center/ Markets District shall be erected, used, or arranged or designed to be used, in whole or in part, for any use under the provisions of Article 6 unless such use is specified in this Section 47-9.4. The granting of a permit for any use so specified may be authorized conditionally by the Board of Appeal acting

under the provisions of Article 6, subject to the regulations set forth in this Section 47-9.4. The continued right to a conditional use is dependent upon maintaining the character and extent of operations and structures.

- (a) Residential Uses. Limited to temporary dwelling structure, orphanage, and any dwelling converted for more families, provided that, after conversion, any nonconformity as to floor area ratio is no greater than prior to conversion.
- (b) Group Care Residence, general.
- (c) Light Manufacturing Uses; kennel or pound.
- (d) Parking lot or parking garage.
- (e) Wholesale Uses. Limited to accessory storage (other than of flammable liquids, gases, and explosives) in roofed structures or office or display or sales space of a wholesale, jobbing, or distributing house where more than twenty-five percent (25%) of gross floor area devoted to this use is used for assembling, packaging, and storing merchandise.
- (f) Take-Out Restaurant Uses. Limited to sale over the counter, not wholly incidental to a use listed under paragraph 3(b) or 3(k) of this section, of on-premises prepared food or drink for off-premises consumption or for on-premises consumption if, as so sold, such food or drink is ready for take-out.

- (g) The change of use of any residence to another use.
- (h) Transportation Uses. Limited to bus terminal, bus station, subway station or railroad passenger station, airline shuttle service.
- (i) Any use on a lot adjacent to, or across the street from, but in the same district as, a lawful use to which it is ancillary and for which it would be a lawful accessory use if it were on the same lot; provided that any such use shall be subject to the same restrictions, conditions, limitations, provisos, and safeguards as the use to which it is ancillary.
- (j) Institutional Uses. College or university granting degrees by authority of the Commonwealth; fraternity or sorority house or dormitory; trade, professional, or other school; library or museum not conducted for profit and accessory to another institutional use not allowed pursuant to paragraph 3(o) of this section; research laboratory not accessory to another institutional use; penal or correctional institution; detention home; machine shop or other noisy activity accessory to a school, college, or university, adequately sound-insulated to protect the neighborhood from unnecessary noise.
- (k) Accessory Uses. Limited to a garage or parking space for occupants, employees, customers, students, and visitors, such use not accessory to a residential use, a hotel or motel, a group care residence, or a dormitory, fraternity, or sorority house; the keeping of animals, other than households pets, provided that every enclosure is sufficient to

prevent a nuisance to any adjacent residences or eleemosynary institutions; the keeping of laboratory animals incidental to a conditional institutional use, provided that all resulting noise, dust, fumes, gases, odors, and refuse matter are effectively confined to the lot or so disposed of as not to be a nuisance or hazard to health or safety; in educational institutions with more than four hundred (400) full-time students, and in hospitals with more than fifty (50) beds, incidental uses and services ordinarily found in connection therewith and primarily for the patients and staff or students and faculty, when conducted wholly within a building and entered from within the building where there is but one building on the lot line where there is more than one building on a lot, unless accessory to a hospital or sanatorium or clinic which is an allowed use; and the keeping of laboratory animals incidental to an allowed institutional use, provided that all resulting noise, dust, fumes, gases, odors, and refuse are effectively confined to the lot or so disposed of as not to be nuisance or hazard to public health or safety.

5. **Forbidden Uses.** No land or structure in the Government Center/Markets District shall be erected, used, or arranged or designed to be used, in whole or in part, for any use specified in the use item column of Table A of Section 8-7 if such use is not specified in Sections 47-9.3 and 47-9.4 as an allowed or conditional use, except for such nonconforming uses as may be allowed to be continued under the provisions of Article 9.

SECTION 47-10. Open Space Subdistricts. This section establishes open space subdistricts within the Government Center/Markets District as indicated in Table B, and as shown on Map 1K of this Code and Appendix A to this Article. Such subdistricts are subject to the provisions of this Section and Article 33 of the Code.

**TABLE B
OPEN SPACE SUBDISTRICTS**

<u>Location</u>	<u>Subdistrict Designation</u>
Cambridge Street Park	Urban Plaza
Cardinal Cushing Park	Parkland
Central Artery Parcel 8	Recreation
Central Artery Parcel 10	Recreation
Central Artery Parcel 13	Recreation
Central Artery Parcel 14	Recreation
Central Artery Parcel 15	Recreation
Central Artery Parcel 16	Recreation
Central Artery Parcel 17	Recreation
City Hall Plaza	Urban Plaza
Dock Square Park	Urban Plaza
Merrimac Street Plaza	Urban Plaza
Old Granary Burial Ground	Cemetery
Pemberton Square	Urban Plaza
Somerset Street Plaza	Urban Plaza
State House Park	Parkland
Union Street Park	Parkland

Central Artery parcels shall be subject to the design guidelines and other provisions of Section 47-11 herein, as well as to Article 49 of the Code, the Central Artery Overlay District.

SECTION 47-11. Specific Design Requirements. Proposed Projects within the Government Center/Markets District shall comply with the specific design requirements established in this section. Except as provided in Article 6A of the Code, no Zoning Relief shall be granted from the provisions of this Section.

1. **Area for Recyclable Materials.** Any Proposed Project which does not include a Residential Use, or any Proposed Project for a Residential Use of twelve (12) or more dwelling units, shall provide an area located within the vicinity of a loading bay for the separation, temporary storage, and collection of recyclable materials.
2. **Street Wall Continuity.** The Street Wall of any Proposed Project, except for a Proposed Project located adjacent to City Hall Plaza, Pemberton Square, or within the Custom House Area, shall be built:
 - (a) to be coextensive with at least eighty percent (80%) of the "Existing Building Alignment" of the block on which the Proposed Project fronts, established pursuant to Section 18-2 of this Code; or
 - (b) to a depth from the street line equal to that of at least eighty percent (80%) of the Existing Building Alignment of either block adjacent to the block on which the Proposed Project is located, if there is no Existing Building Alignment of such block.
3. **Display Window Area Regulations.** The provisions of this paragraph apply only to Proposed Projects of fifty thousand (50,000) or more square feet and not within the boundaries of any National Register District, and not to any Proposed Project designated as a Landmark or Historic Building. The term "Display Window Area" means that area of any such Proposed Project that is
 - (i) within a depth of four (4) feet from the Street Wall of the Proposed Project; and
 - (ii) between a height of two (2) feet above the ground floor and the height of the underside of the floor structure of the second floor of

the Proposed Project, or fourteen (14) feet, whichever is less. The Display Window Area excludes any area of Street Wall serving as ingress or egress to the interior of the Proposed Project, including off-street loading berths or accessory off-street parking, or lobby or storefront entrances; provided that no single lobby area shall occupy more than forty (40) feet of street frontage.

(a) **Display Window Area Street Wall Transparency.** The Display Window Area Street Wall shall be appropriately glazed and transparent for attractiveness to pedestrians, as certified to by the Boston Redevelopment Authority in accordance with the Urban Design provisions of Article 31. Article 11 of this Code applies to any painting or signs on the Display Window Area Street Wall, and to signs in the Display Window Area.

(b) **Display Window Area Street Wall Recesses.** The Display Window Area Street Wall may be recessed by ten (10) feet for up to thirty percent (30%) of the maximum aggregate surface area of the Street Wall, and may be recessed up to two (2) feet for up to fifty percent (50) of the maximum of the maximum aggregate surface area of the street wall, so as to reinforce the Street Wall line. Areas of ingress or egress are excluded from the provisions of this Section. Above the floor structure for the second floor of a Proposed Project, or fourteen (14) feet, whichever is less, the Street Wall may have recesses not greater than fifteen (15) feet in depth; provided that, the aggregate vertical surface area of such recesses shall not exceed twenty percent (20%) of the Street Wall surface area above the Display Window Area Street Wall.

- (c) **Display Window Area Usage.** To a depth of at least two (2) feet behind the Display Window Area Street Wall there shall be: (i) an area for the display of goods and services available for purchase on the premises; or (ii) an area for exhibits and announcements. The provisions of this section are not applicable to foyer space for cultural activities, restaurants, lobbies, or other active storefront uses.

SECTION 47-12. Protection Area Design Guidelines. Within the Broad Street Protection Area, the Blackstone Block Protection Area, and the Markets Protection Area, and the State House Protection Area, depicted on Map 1K of this Code and Appendix A to this Article, any Proposed Project for new construction or rehabilitation shall follow the approval procedures and comply with design guidelines established in this Section and in Section 42-11. The provisions of this Section 47-12 shall not apply to any Proposed Projects subject to the jurisdiction of the Beacon Hill Architectural Commission, Boston Landmarks Commission or other architectural board or commission with design review authority and established pursuant to a general or special law of the Commonwealth of Massachusetts.

1. **Procedures for Approval of a Proposed Project.** Each application for a permit for a Proposed Project subject to the provisions of this section shall be filed in triplicate with the Inspectional Services Department, which shall retain one copy for its files and transmit one copy to the Boston Redevelopment Authority and the other to the Boston Landmarks Commission. The Boston Landmarks Commission may, within thirty days after the date of such transmittal, file with the Boston Redevelopment

Authority a report with recommendations, together with material, maps, or plans to aid the Boston Redevelopment Authority in determining consistency with the standards for approval set forth in this section. The Boston Redevelopment Authority shall not notify the Inspectional Services Department of its findings on the application for a Proposed Project until such report with recommendations has been received and considered, provided that if no such report is received within said thirty days, the Boston Redevelopment Authority may find that the Proposed Project is consistent with the standards set forth in this section or is not consistent with the standards set forth in this section; provided that if no such findings are transmitted to the Inspectional Services Department within forty-five days of the receipt by the Boston Redevelopment Authority of the application for a Proposed Project, the Proposed Project shall be deemed to be consistent with the standards set forth in this section without need for further action. Any Applicant aggrieved by the denial of any permit by the Inspectional Services Department pursuant to this section may appeal to the Board of Appeal within forty-five (45) days after such denial of a permit, in accordance with the provisions of Article 6.

2. **Design Guidelines.** Any Proposed Project subject to the provisions of this Section shall be designed such that the exterior proportions, scale, massing, facade design, materials, colors, and architectural detailing are compatible with the observable historical and architectural character of other buildings in the area within which the Proposed Project is located, and with streets and open spaces to which it is visually related, as identified in the Government Center/Markets District Plan. To preserve the character of the

historical development pattern, facade design should be varied, and facades should be divided into modules or bays to reflect the lot width established by historic buildings within each area and to continue the established bay rhythm of each block. Within these areas, any Proposed Project for exterior alteration or construction shall proceed only if the Boston Redevelopment Authority finds that the Proposed Project is consistent with the following standards:

- (i) Entrances and Windows: Every effort shall be made to retain original or integral door and window elements. Replaced elements shall follow historic precedents. Moving openings, closing them, or altering their size or shape shall be avoided. Bricked in or filled openings that were open in the original design shall be restored whenever possible. New building entrances are encouraged, as long as they respect the building's integral design.
- (ii) Storefronts: Awnings, canopies and shutters are allowed if appropriate to the design of the building, and the design of such elements shall respect the historic elements in materials, size, scale, color and the manner in which they are attached to the building. Materials, design and colors for sash, doors, and jambs should be appropriate to the style of the building.

SECTION 47-13. Central Artery Area Design Guidelines. Within the Central Artery Area, depicted on Map 1K of this Code and Appendix A to the Article, any Proposed Project for new construction or rehabilitation shall follow the approval

procedures and comply with design guidelines established in this Section and in Section 42-11.

1. **Procedures for Approval of a Proposed Project.** Each application for a Proposed Project subject to the provisions of this Section shall be filed in duplicate with the Inspectional Services Department, which shall retain one copy for the files and transmit one copy to the Boston Redevelopment Authority. The Boston Redevelopment Authority may find that the Proposed Project is consistent with the standards set forth in this section or is not consistent with the standards set forth in this section; provided that if no such findings are transmitted to the Inspectional Services Department within forty-five (45) days of the receipt by the Boston Redevelopment Authority of the application for a Proposed Project, the Proposed Project shall be deemed to be consistent with the standards set forth in this section without need for further action. Any Application aggrieved by the denial of any permit by the Inspectional Services Department pursuant to this section may appeal to the Board of Appeal within forty-five (45) days after denial of a permit, in accordance with the provisions of Article 6.
2. **Design Guidelines.** Any Proposed Project on a Central Artery Project subject to the provisions of this section shall be designed in accordance with the following guidelines, which are applicable on a parcel-by-parcel basis.
 - (a) **Guidelines Applicable to any Proposed Projects on Central Artery Parcel 6.**
 - (i) The south facade of any Proposed Project should reinforce the spatial enclosure of the neighborhood parks by establishing a clear streetwall and by presenting a facade that conveys the civic character of an important neighborhood facility. Facades

fronting along the boulevards may be more closely organized in response to programmatic and infrastructure demands of the tunnel ramps, but should serve to mediate between the scale, color and architecture of adjacent buildings. The north facade should reflect its importance as the gateway into the Artery tunnel and should take advantage of its prominent location at the junction of important roads and districts.

- (ii) Primary pedestrian access to the Proposed Project should be provided at ground level facing the neighborhood park's southern facade. Additional access points above grade level connecting to adjacent parcels are encouraged through a pedestrian bridge. The Proposed Project should provide an adequate space to serve as an exterior arrival court or plaza that ties into the neighborhood parks to the south.
- (iii) Minimum emergency sidewalk dimensions of 2 1/2 feet should be observed on the boulevard sides of the Proposed Project and fifteen (15) feet at the southern end of the site.
- (iv) The service access to any Proposed project should be from New Chardon Street facing the neighborhood parks and should be sensitively designed so that it becomes compatible with the architecture of the building, the entry plaza and the parks across the street.

(b) **Guidelines Applicable to Proposed Projects On Central Artery
Parcels 12 and 13.**

- (i) The north facade to any Proposed Project should reinforce the spatial enclosure of the neighborhood parks it faces by establishing a clear streetwall that defines its bounds, and by presenting a facade that conveys the civic character of an important neighborhood buildings. Facades fronting the boulevards may be more loosely organized in response to programmatic, functional and below grade infrastructure demands, but should be compatible with the architectural character of the adjacent buildings. The south facade facing the waterfront district should reinforce the Atlantic Avenue streetwall and convey the civic character of this important building site.
- (ii) Primary access to the Proposed Project should be provided at ground level at both the northern and southern ends of the parcel. Additional access from Quincy Market at the Clinton Street intersection is encouraged. For traffic and safety issues this connection may also consider an above-ground passageway from Quincy Market/Faneuil Hall area and into a small structure in Artery Parcel 10.
- (iii) Service access to this Proposed Project should occur on the west side through the southbound Surface Artery. The access should be sensitively designed to ameliorate its impact on the street and the pedestrian environment. Entry from the proposed

tour bus station into the building on Parcel 12 should be by escalators, stairs and elevators.

- (iv) A minimum sidewalk dimension of fifteen (15) feet shall be observed at the north, south and west sides of the parcel. On the eastern side where constraints exist a minimum sidewalk dimension of two and a half (2 1/2) feet shall be observed.
- (v) The view corridors down Commercial Street and Clinton Street towards Quincy Market shall be preserved in a manner to allow pedestrian flow across it. The view corridors down Fulton Street may be acknowledged in the massing and/or elevation and not as an actual opening. The view corridor from Quincy Market to the parcel and vice versa down to Quincy Market and the Custom House Tower should be considered in the design of the building.

(c) **Guidelines Applicable to any Proposed Projects on Central Artery Parcel 9.**

The street wall setback and heights along the Blackstone Block shall be consistent with the design guidelines set forth in the Blackstone Block Historic area regulations, as provided in Section 47-12 herein.

(d) **Guidelines Applicable to any Proposed Projects on Central Artery Parcels 9, 11 and 11a.**

New residential and commercial buildings, rooftop additions, and facade renovations should be designed such that the exterior proportions,

scale, massing, window treatment, materials, colors, and architectural detailing are compatible with the observable architectural character of the existing structures in adjacent neighborhoods. To preserve a lot-by-lot appearance, facade ornamentation should be varied, and facades should be divided into modules to reflect the lot width established by residential and commercial Historic Buildings within adjacent neighborhoods.

- (i) Base to Height Ratio. Proposed Projects should be consistent with an adjacent neighborhood's conglomeration of building masses which meet the streets with discretely organized facades, each of which contains local symmetries. Vertically oriented facades are encouraged.
- (ii) Storefront Details and Signage. Masonry and/or granite storefront details and flush painted signs are encouraged.
- (iii) Recessed Store Entrances. For all commercial buildings, entrances to ground level uses should be recessed in a manner consistent with traditional storefront entrances in adjacent neighborhoods.
- (iv) Base and First Floor Cornice Line. Proposed Projects should have a pronounced cornice line or belt course separating the ground floor from the upper floors and should create a visually strong base.

(v) Upper Cornice. Proposed Projects should have pronounced upper cornices which create a sense of finality to the building's top. Typical cornice materials, such as masonry/stone, or copper should be used.

(vi) Solid to Void Ratios. Solid to void ratios should emphasize the strong vertical and horizontal patterns that are characteristic of historic architecture in adjacent neighborhoods.

(vii) Windows. Windows which recede from the face of the building, arched windows or window heads, and windows accented by lintels and sills are encouraged to the extent that they are consistent with and reinforce the architectural and historic character of the area. Large, undifferentiated panes of glass are not appropriate except for storefronts. New masonry window openings in existing buildings are discouraged, particularly to the extent that they are incompatible with the character of the traditional building facades in adjacent neighborhoods.

(viii) Building Materials. Primary building materials should be masonry, including brick, limestone, terra cotta, sandstone, and granite. Materials should be consistent in surface texture and color with an area's traditional materials.

SECTION 47-14. Off-Street Parking. Within the Government Center/Markets District off-street parking facilities are not required in any Proposed Project. The provisions of Sections 23-8, 23-9, and 23-10 shall govern any Proposed Project in the District for which off-street parking is provided.

SECTION 47-15. Off-Street Loading. Within the Government Center/Markets District, Article 24 of the Code provides the regulations governing provision and design of off-street loading facilities for the use of any structure or land not subject to the provisions of Article 31, Development Review Requirements. The provision and design of off-street loading facilities for the use of any structure or land which is subject to the provisions of Article 31 shall be determined by the Boston Redevelopment Authority through the Development Review Requirements process. Mitigative measures, as appropriate, may be required through the Development Review Requirements process to minimize the deleterious effects of any off-street loading facilities on adjacent properties.

SECTION 47-16. Non-Conformity as to Dimensional Requirements. A building or use existing on the effective date of this Article and not conforming to the applicable dimensional requirements specified in the provision of this Article and Articles 14 to 23, inclusive, may nevertheless be altered or enlarged, provided that such non-conformity is not increased and any enlargement itself conforms to such dimensional requirements.

SECTION 47-17. Regulations. The Boston Redevelopment Authority may promulgate and amend from time to time regulations to administer this Article.

APPENDIX B

Ground Level Uses

The following uses are Ground Level Uses, and are allowed uses within the Government Center/Markets District, provided that, uses described in Use Item Numbers 34A and 38A are forbidden. This list is intended to be illustrative of ground level uses and not exclusive.

- Antique stores
- Appliances, repair shops
- Appliances, sales
- Artists' supply and music stores
- Athletic goods stores
- Bakeries or pastry shops
- Bank branch offices
- Bank machines, limited to two
- Barber shops
- Beauty parlors
- Bicycle stores, rental or repair
- Book stores or card stores
- Cafes
- Candy stores
- Car rental
- Carpet, rugs, linoleum, or other floor covering stores
- Churches
- Cigar stores
- Clock or watch stores, or repair shops
- Clothing retail establishments
- Clothing stores, (men's, women's, children's apparel)
- Clubs, non-commercial
- Coffee shops
- Coin stores
- Community centers
- Dance halls, public
- Day Care Centers
- Delicatessen stores
- Department stores
- Diners
- Dressmaking shops, custom
- Drug stores
- Dry cleaning establishments or laundromats
- Dry goods or fabric stores
- Eating or drinking places, in accordance with the provisions of Use Item Number 38
- Fabric or yarn store
- Fire Stations
- Fishing tackle or equipment stores, or rental establishments
- Florist shops
- Food stores, including supermarkets, produce and grocery stores, markets, health foods, delicatessens, prepared food/special food, spices and herbs, coffees, teas, meat, fish, poultry, and cheese stores

APPENDIX B (cont'd)

Furniture stores
Furrier shops, custom
Gift shops
Hardware stores
Health clubs
Historical exhibits
Hobby shops
Hotels
Housewares
Household appliance repair shops
Ice cream stores
Interior decorating establishments
Jewelry shops
Kitchenware
Lamp shops
Leather goods or luggage stores
Libraries
Liquor stores
Locksmith shops
Luggage stores
Millinery shops
Newsstands, enclosed
Office or business machine stores, sales or rental
Offices (only lobby space is allowed at grade on streets bounding blocks)
Optician or optometrist establishments
Orthopedic stores
Paint stores
Parish houses
Parks, public or private
Party shops
Perfume shops
Pet shops
Pharmacies
Phonographic repair shops
Photographic developing or printing establishments
Photographic equipment stores
Photographic studios
Photographic supply stores
Photostating establishments
Picture framing stores
Police stations
Post offices
Printing establishments
Radio appliance shop, repair or sales
Record stores
Recreational centers (non-commercial)
Residences (only lobby space is permitted at grade or streets bounding blocks)

APPENDIX B (con't)

Restaurants
Schools
Sewing machine stores, selling household machines
Shoe repair and shoeshine shops
Shoe stores
Sign painting shops
Skating rinks, outdoor ice
Sporting goods stores
Sports shop
Stamp stores
Stationery stores
Tailor shops, custom
Taxi or limousine service, limited to 25 linear feet
Telegraph offices
Television repair shops
Ticket agency, limited to 25 linear feet
Tobacco stores
Tour operator
Toy stores
Travel agency, limited to 25 linear feet
Typewriter stores
Typewriter or other small business machine repair stores
Variety or convenience stores
Video or motion picture store, sale or rentals
Wallpaper stores

10. "Substantial Accord" means, with respect to building height, that the vertical distance from grade to the top of the structure of the highest occupied floor of a Proposed Project shall not exceed the specified height limit for the site by more than ten (10) feet.
 11. "Zoning Relief" means any zoning variance, exception, conditional use permit, interim planning permit, or zoning map or text change, or any other relief granted by the Zoning Commission or the Board of Appeal.
1. "Proposed Project" means the proposed project, as set forth in Section 47-4, of the authorized agent of any such person or entity.
 2. "Government Center/Market District Plan" means the comprehensive plan adopted by the Boston Redevelopment Authority pursuant to Chapter 622 of the Acts of 1980, Section 3 of Chapter 4 of the Ordinances of 1982, and Section 375-18 of the code, which sets forth the planning, design, development, controls, and design guidelines for the Government Center/Market District.
 3. "Government Center/Market District" means the area bounded in Map 16 of the Code.
 4. "Ground Level Use" means the uses listed in Appendix B to the Code.
 5. "Historic Building" means a building listed on the Massachusetts Register of Historic Places, listed in Appendix D hereto.
 6. "Landmark" means any building or structure designated a landmark pursuant to Chapter 772 of the Acts of 1975, as amended, as listed in Appendix D hereto.
 7. "Lot" as applied to Proposed Projects in the Custom House Area of the Government Center/Market District, means a parcel of land, including land under water, whether or not platted, in single ownership or multiple ownership; if a single person or entity is entitled to use or possess such parcel pursuant to a deed or other right, and any such parcel may be divided by a street if such parcel or portion is situated in a street, or adjacent to a street, and all such lots shall be included within the lot for purposes of calculating FAR. No structure lawfully existing shall become unlawful or non-conforming on account of the termination of such deed or other right. Elsewhere, "lot" means as it is defined in Article 2 of the Code.
 8. "Proposed Project" means the substantial demolition, erection, or extension of any structure or part thereof, or the change of use of any structure or land, for which the Applicant is required to obtain a building or use permit. A Proposed Project may proceed in stages, and may include more than one building, structure, or use.
 9. "Street Wall" means the exterior wall or portion of the exterior wall of a Proposed Project that faces a street on which such Proposed Project is located.

APPENDIX C Definitions

For the purposes of this Article only, except as provided herein, the following words and phrases shall have the meanings indicated.

1. "Applicant" means any person or entity having a legal or equitable interest in a Proposed Project subject to the provisions of this Article, as set forth in Section 47-4, or the authorized agent of any such person or entity.
2. "Government Center/Markets District Plan" means the comprehensive plan, adopted by the Boston Redevelopment Authority pursuant to Chapter 652 of the Acts of 1960, Section 3 of Chapter 4 of the Ordinances of 1952, and Section 27D-18 of the code, which sets forth the planning policies, development controls, and design guidelines for the Downtown.
3. "Government Center/Markets District" means the area depicted in Map 1K of this Code.
4. "Ground Level Uses" means the uses listed in Appendix B to this Article.
5. "Historic Building" means a building listed on the Massachusetts Register of Historic Places, listed in Appendix D hereto.
6. "Landmark" means any building or structure designated a landmark pursuant to Chapter 772 of the Acts of 1975, as amended, as listed in Appendix D hereto.
7. "Lot" as applied to Proposed Projects in the Custom House Area of the Government Center/Markets District, means a parcel of land, including land under water, whether or not plotted, in single ownership or multiple ownership if a single person or entity is entitled to use or possess such parcel pursuant to leasehold or easement rights, and any such parcel may be divided by a street if such person or entity is entitled to erect, rehabilitate or maintain any structure on, over on under such street, and all such area shall be included within the lot for purposes of calculating FAR. No structure lawfully existing shall become unlawful or nonconforming on account of the termination of such leasehold or easement rights. Elsewhere, "lot" means as it is defined in Article 2 of the Code.
8. "Proposed Project" means the substantial demolition, erection, or extension of any structure or part thereof, or the change of use of any structure or land, for which the Applicant is required to obtain a building or use permit. A Proposed Project may proceed in phases, and may include more than one building, structure, or use.
9. "Street Wall" means the exterior wall or portion of the exterior wall of a Proposed Project that faces a street on which such Proposed Project is located.

10. "Substantial Accord" means, with respect to building height, that the vertical distance from grade to the top of the structure of the highest occupied floor of a Proposed Project shall not exceed the specified height limit for the site by more than ten (10) feet.
11. "Zoning Relief" means any zoning variance, exception, conditional use permit, interim planning permit, or zoning map or text change, or any other relief granted by the Zoning Commission or the Board of Appeal.

5-7 Broad Street
7-9 Broad Street
30-32 Broad Street
64 Broad Street
66 Broad Street
68-70 Broad Street
72-74 Broad Street
102 Broad Street
U.S. Custom House
Ebenezer Howard House-Manning Street

National Register of Historic Places

Forewell Hall North and South Markets
Quincy Market
Boston City Hall
Old State House
Suffolk County Courthouse
One Court Street (Ames building)

Both buildings listed as Landmarks and as National Register of Historic Places are listed in the Massachusetts Register of Historic Places

APPENDIX D

Buildings in the Government Center/Markets District that are Historic Buildings, Landmarks or Listed in the National Register of Historic Places

Landmarks

5-7 Broad Street
7-9 Broad Street
50-54 Broad Street
64 Broad Street
66 Broad Street
68-70 Broad Street
72-72a Broad Street
102 Broad Street
U.S. Custom House
Ebenezer Hancock House-Marshall Street

National Register of Historic Places

Faneuil Hall North and South Markets
Quincy Market
Boston City Hall
Old State House
Suffolk County Courthouse
One Court Street (Ames Building)

Both buildings listed as Landmarks and as National Register of Historic Places are listed in the Massachusetts Register of Historic Places.

SECTION 47-18. Severability. The provisions of this Article are severable, and if any such provision or provisions shall be held invalid by any decision of any court of competent jurisdiction, such decision shall not impair or otherwise affect any other provision of this Article.

SECTION 47-19. Definitions. Words and phrases defined in Appendix C to this Article shall have the meanings set forth in said Appendix C.

SECTION 47-20. Appendices. The following appendices are attached to and hereby made part of this Article:

1. Appendix A - Map 1K - Government Center/Markets District
2. Appendix B - Ground Level Uses
3. Appendix C - Definitions
4. Appendix D - Buildings in the Government Center/Markets District that are Historic Buildings or Listed in the National Register of Historic Places

